

7

1900 22437

**Li**

**Ho**

*Copies*

76C  
76C

22437

.. ONTARIO ..

RECORD  
OF THE  
**Liberal Government**  
**26 YEARS**  
OF  
**PROGRESSIVE LEGISLATION**  
AND  
**Honest Administration**

\* 1872-1898 \*

---

*Copies of this Pamphlet can be had from Alexander Smith,  
Secretary Ontario Liberal Association, Toronto.*

---

TORONTO:  
Printed by The Hunter, Rose Co., Limited.  
1898.

## CONTENTS.

	PAGE
INTRODUCTION .. .. .. .. .. .. .. .. ..	1
LEGISLATION .. .. .. .. .. .. .. .. ..	6
PARLIAMENTARY INSTITUTIONS .. .. .. .. .. .. .. ..	7
MUNICIPAL INSTITUTIONS .. .. .. .. .. .. .. ..	14
LAWS RELATING TO LABOR .. .. .. .. .. .. .. ..	22
ADMINISTRATION OF THE LICENSE LAW .. .. .. .. .. ..	47
ATTORNEY-GENERAL'S DEPARTMENT .. .. .. .. .. ..	63
DEPARTMENT OF CROWN LANDS .. .. .. .. .. ..	72
DEPARTMENT OF EDUCATION .. .. .. .. .. ..	91
Departmental Examinations .. .. .. .. .. ..	96
University of Toronto .. .. .. .. .. ..	108
DEPARTMENT OF AGRICULTURE .. .. .. .. .. ..	118
PROVINCIAL SECRETARY DEPARTMENT .. .. .. .. .. ..	146
Public Health .. .. .. .. .. ..	157
Neglected and Dependent Children .. .. .. .. ..	159
PROVINCIAL TREASURER'S DEPARTMENT .. .. .. .. ..	161
PUBLIC WORKS DEPARTMENT .. .. .. .. .. ..	179
INSURANCE LEGISLATION .. .. .. .. .. ..	184
ACTS RESPECTING AID TO RAILWAYS .. .. .. .. ..	187
FINANCIAL SCHEDULE .. .. .. .. .. ..	191
INDEX .. .. .. .. .. ..	195

THE  
**LIBERAL RECORD.**

---

---

*Over Twenty-six Years of Uninterrupted Progress and Good Government.*

---

On the 19th of December, 1871, the Government of which Hon. John Sandfield Macdonald was Premier—the first Government of Ontario under the British North America Act—was defeated on a motion of want of confidence, and resigned. A Liberal Government, with Hon. Edward Blake as its head, came into power. Mr. Blake, after holding office for ten months, resigned. He was succeeded on 31st October, 1872, by Sir Oliver Mowat, who retained office till July, 1896, when he resigned to enter the Government of Sir Wilfrid Laurier, at Ottawa. Hon. Arthur S. Hardy then became Premier. Mr. Hardy first entered the Legislature in April, 1873, became a member of the Government as Provincial Secretary and Registrar in 1877; Commissioner of Crown Lands on the death of Hon. T. B. Pardee, in January, 1889; Attorney-General and Premier in July, 1896. As will be seen, he was closely identified with the Government of Sir Oliver Mowat during almost the whole of the extraordinarily long and successful career of that veteran leader.

Ontario has been fortunate—or perhaps it should be said sensible—in having enjoyed a continuance of such good government for more than a quarter of a century, a period unparalleled in the

history of nations governed by representative institutions. The quarter-century of Liberal rule has been marked by steady development and progress all along the line.

When the Liberals took office they found the Province staggering under the effect of generations of active and passive mis-government, from which it was only beginning to emerge. There is no desire to belittle the services of Hon. John Sandfield Macdonald. He was an able man, who, during his short premiership, impressed his name deeply on the history of this Province. But it is obvious to anyone who impartially studies the methods of government followed in his time, that had Hon. John Sandfield Macdonald, and those associated with him, remained in power for twenty-five years instead of four and a half years, Ontario would not to-day occupy anything like the advanced position she now holds.

Let us look at the position Ontario occupies as the result of Liberal rule. She has no debt beyond that created in aiding railways. She levies no general taxes. She has assets of enormous and steadily increasing value in her wild lands, extensive forests and inexhaustible mineral resources. Since Confederation she has spent on public works and buildings \$10,500,000, all out of revenue, she has aided railways to the extent of \$8,500,000 (and who will call that an unprofitable investment?) and she has in a shape in which any banker or business man would be glad to have his cash assets, a surplus fund of \$4,800,000, liable to be reduced only by so much of our railway liability as shall be paid out of or charged against surplus. Contrast this with the position of any other country on earth, and it will be seen that Ontario enjoys a standing with which no other state or province can compare.

Not only is the financial condition of Ontario incomparable, but her social and moral position is also sound. She has an educational system second to none in the world. The same may be said of her municipal system. Her law courts are well and economically conducted, and she has a judiciary free from any taint of corruption, thus ensuring justice to the poorest litigant. Her

people are law-abiding and temperate. Her public institutions and charities are projected on a generous scale. She presents the spectacle of a true democracy, governing itself ably and satisfactorily, a standing refutation of the predictions of the false prophets who have condemned and resisted every forward step as it has been taken.

Let us give every man his due. An Opposition may be a useful factor in legislation, and it may be partly owing to the fact that the Liberal Government has had powerful and sustained opposition that it has been able to hold its own so well and to flourish in healthy vigor. Certainly no government in any country ever before survived such formidable and persistent attacks as those the Conservatives of Ontario, with the whole force of the late Sir John A. Macdonald and his party throughout the Dominion at their back, hurled against the Liberal Government of Ontario. Had there been a weak point in their policy they must have gone down before the fierce assaults launched against them, especially in 1879, when, fresh from their sweeping victory in the Dominion, the united Conservative party threw itself against this Province; or in one of the four subsequent campaigns when an unscrupulous party sought to sail into power before the breezes of angry sectarian strife stirred up for the occasion. The Opposition has been of the most determined and unscrupulous character. Recklessness or over confidence would at any time have let in the forces of reaction with results the most deplorable which can be imagined.

Let anyone, even the most satisfied Conservative, consider what would have been the position of Ontario to-day if, say at the election of 1879, the Tory party had succeeded to power in this Province, and a carnival of corruption and misrule, such as has been shown to have prevailed at Ottawa, had been inaugurated at Toronto. Where would Ontario have been now? She would have had a debt instead of a surplus. Her timber lands would have been given away for a mere song as bribes or rewards for party services and would have become the property of capitalists—probably United States capitalists—her mineral lands

would have gone the same way, the very Province would have been cut in two and the larger half given to Manitoba, the franchise would have been restricted, the elections would have been held by partisan returning officers in gerrymandered constituencies, every department of the Government would smell to Heaven with corruption. In short, the condition of affairs which the Liberals have begun to remedy at Ottawa would have prevailed at Toronto. Are not the Liberals of Ontario entitled to the hearty thanks of every well-wisher of his Province for having prevented such a deplorable consummation ?

Now another general election is pending, and the Liberal Government, for the seventh time, appeals to the electorate for a renewal of their confidence. It relies upon its unstained record of twenty-six years. It finds itself confronted by the same old party of reactionaries and obstructionists, unchanged except that they have lost their old leaders, whose talents, in some degree, made up for their lack of policy. This discredited party, ignominiously expelled from office at Ottawa, has no new policy to offer to the people of Ontario. It is still as narrow-minded and unprogressive as ever. It still seeks to plunge the Province into a sea of sectarian strife. It has nothing to offer except the cry that it is time for a change. The long and faithful services of the Liberal party is actually brought forward as a reason why the Tories should be put in their place. What business man would think of removing a servant who had carefully and honestly looked after his interests for many years ? His length of service would be one of the best arguments for retaining him. Why should not the same hold good with reference to a government ? The plea that because the expulsion of the Tories from power at Ottawa has been followed by a revival of prosperity, therefore a change at Toronto would bring about like happy results, will not deceive the electors of Ontario. Why should the methods of Tupper, Haggart and Montague, the co-workers with which Whitney and his followers are in the closest accord, be substituted for those of Hardy, Ross and their colleagues ? The only thing to be said in palliation of the course of the Opposition

in suggesting such a change is that they have nothing else to offer.

But it is not on account of the weakness of the Opposition that the Liberal party claims a renewal of popular confidence. It is because its history in the past shows it to be deserving of future trust. It stands for all that is good and progressive in this fair Province. It is as enterprising as ever. It is as able and willing to grapple with social, political and administrative reforms as on the day when the people's mandate first placed it in office. No government ever appealed to a people with stronger reasons why its lease of power should be renewed than those which can be urged on behalf of Mr. Hardy and his colleagues. In order that these reasons may be understood by the people, this pamphlet, setting forth briefly the history of Liberalism in Ontario, has been prepared.

## LEGISLATION.

All acts of Parliament are divided into two classes, "Public" and "Private." It will be convenient to consider the latter first.

### *Private Bills.*

The Legislative Assembly of Ontario treats all Bills as "Private," which grant to any party or parties the right to erect bridges; to make turnpike roads or railroads; to construct harbors, canals, locks, dams, slides, and similar works; to run ferries; to form joint stock companies; or generally, to exercise any exclusive or peculiar privileges whatever, or to do anything that would affect the rights or property of other parties. With respect to this kind of legislation, Mr. Bourinot, in his "Parliamentary Procedure and Practice," makes the following remarks:

"In a country like Canada, with its immense extent of territory, and varied material resources, private bill legislation must necessarily form a very important part of the work of the Parliament and the Legislatures of the Dominion. One of the advantages of the federal union has been the distribution amongst several legislative bodies of an immense amount of work that otherwise would have embarrassed a single legislature. \* \* \* Since 1867 the Dominion Parliament has passed more than 1,400 Acts, of which 650 have been for private objects in the parliamentary sense of the term, that is to say, for the incorporation of railway, land, insurance, and other companies and bodies, many of which illustrate the development of the country from a material, intellectual, and social point of view. During the same period the Legislatures of the Provinces of Canada have passed between 6,000 and 7,000, of which upwards of two-thirds relate to local or private objects. These figures show not only the legislative activity of Canada, but the value of local or provincial freedom of action in all matters that necessarily and properly fall within the constitutional functions of the several Legislatures."

The above figures included the legislation of 1884. In the 13 years since that period the number of private bills passed by all the Legislatures has very greatly increased—the total number passed by the Ontario Parliament up to the present time being over 2,000.

### *Public Bills.*

Public bills are intended to have "a public and general operation;" they "concern the whole community though only in a particular matter." Some of them are introduced into the Legislative Assembly by Ministers of the Crown, and for these the Ministry are, of course, directly and collectively responsible; they

are indirectly but no less fully responsible for such public bills, introduced by private members, as they allow to pass into law. As there is only one Chamber in the Ontario Legislature it is an absolute necessity, in order to ensure sound legislation, that the Ministry at whose instance, or under whose auspices, all Public Statutes are passed, should be collectively possessed of great legal, business, and parliamentary experience. The character of the public general Acts passed since 1872 is the best evidence that these qualities have throughout its long *régime* characterized the several Liberal administrations, and that all public measures have been subjected during their passage through Parliament to the most careful and skilful scrutiny.

### PARLIAMENTARY INSTITUTIONS.

Under the authority of the British North America Act, the Ontario Legislature may make any change it pleases in the Constitution of the Province, "except as regards the office of the Lieutenant-Governor." This power it has, from time to time, freely exercised, and the changes made have been steadily in the direction of popular government, but have been at the same time so well considered that the current of progress has always been smooth though rapid. A political revolution has taken place, but so quietly that only close observers are in a position to estimate accurately the extent of the changes that have been effected. These changes relate (1) to the constitution, powers and privileges of the Legislative Assembly, and (2) to the representation of the people in Parliament.

#### *Qualification of Electors.*

Prior to the General Election of 1871, which brought the Liberal party into power, the right to vote at Parliamentary Elections was confined to owners, tenants or occupants of real property to the value of \$400 in cities, \$300 in towns, and \$200 in townships and incorporated villages. The franchise was a purely property franchise.

In the year 1874, an Act was passed extending the right of voting to persons earning an income of not less than \$400.

In 1877 the franchise was extended to farmers' sons, not themselves owners of property and not in receipt of income, but resident on a father's farm.

It will be observed from the foregoing that the Liberal Government was as rapidly as possible approaching the principle of

"Manhood Suffrage," which would confer the right to vote on all male subjects of Her Majesty the Queen who had arrived at the age of manhood, unless legally disqualified or prohibited, irrespective of property or income qualification. It followed its liberal legislation in this direction, in 1888, by the introduction of an Act for that purpose, which was passed, and is now the law of the land. This measure is entitled, "*An Act to Establish Manhood Suffrage for the Legislative Assembly;*" and its simple enactments remove all bar to the exercise of the franchise, on the easy terms set forth in its provisions.

The Government followed this measure in the succeeding year by a new Voters' List Act, which will be referred to under the next heading, and by the Franchise Assessment Act of 1889, both of which were supplementary to the "Manhood Suffrage Act," and intended to supply the means, as to registration, etc., for the carrying out of its provisions. No British subject, 21 years old, thus, needs hereafter be deprived of a vote in elections for the Legislative Assembly.

#### *Registration of Electors.*

Prior to the General Election of 1871, under the former Government, the system of registering voters was very defective. The clerk of each municipality was bound by an Act passed in 1868, to prepare each year a list of persons entitled to vote, as shown by the assessment roll, but the checks upon the perpetration of frauds were very inadequate.

In 1874 an Act was passed which required the clerk to print 200 copies of his list and give them due publicity.

In 1876 an Act was passed amending and consolidating the law respecting voters' lists, and repealing all previous enactments prescribing the method of registering voters.

In 1878 an Act was passed making the voters' list, as revised by the County Judge, "final and conclusive evidence" of the right to vote except in certain specified cases, the object being to lessen the cost of conducting a scrutiny of the votes polled in a contested election.

In 1879 an Act was passed giving the County Judge additional powers in the revision of the lists, and especially authorizing him to correct mistakes without application having been previously made for that purpose, and to do this according to the evidence submitted to him.

The great extension of the electoral franchise which took place

in 1885 made necessary certain changes in the method of registering voters, and these were embodied in the "Voters' Lists Amendment Act" of that year, special care being taken to guard the right of "wage-earners" and "landholders' sons." The Act requires the assessor to enter the names of persons coming under these descriptions "without any request in that behalf," and authorizes "any person" who is himself a voter to apply for the insertion of any wage-earner's or landholder's son's name in the voters' list.

In 1889 there was passed "The Ontario Voters' List Act, 1889," which provided the method of preparing and revising the lists, and registering the names of voters, in conformity with the Manhood Suffrage Act, passed the year before.

In cities, however, it was found that the large number of voters added by the Manhood Suffrage Act made it impracticable to have the lists of persons entitled to vote at elections to the Legislative Assembly and who are not also municipal electors, prepared by the municipal authorities. The great expense incurred in the publication of these lists, the impossibility of checking the names inserted by the assessors, and the facility which this gave for the perpetration of frauds, showed conclusively that if an honest vote was to be secured, some other system must be adopted. The young men, and it is of them that this class largely consists, advocated registration as a remedy for these evils. The Government, feeling that the obtaining of a pure vote was essential to the interests of good government, submitted to the House at the Session of 1894, a bill for registration of this class of electors, upon their personal application at sittings held for this purpose, accompanied with stringent provisions for the prevention of personation. It could hardly have been anticipated that a bill such as this would have been opposed by any one wishing to secure the true verdict of the electorate, and yet the Opposition contested almost every provision with a persistent virulence that they have never before displayed.

In 1895 and 1897 legislation was passed by which the Manhood Suffrage Registration Act was extended to every county town, which is an incorporated town, as well as to cities.

#### *Manner of Conducting Elections.*

Previous to the General Election of 1871, the law required the deputy-returning officer to record the votes given for each candidate at his polling-place, the voter stating publicly for whom he

voted. This system gave rise to great abuses, more especially bribery and intimidation, and it was also a frequent cause of disorderly conduct at polling-places.

By an Act passed in 1874, the system of voting by ballot was introduced and passed by this Government, not only securing to each voter the privilege of secrecy, but effectively suppressing all the excitement and disorder caused by the publication from time to time on polling day, of the state of the poll.

Attacks were made on the Ballot Act, by the Opposition, in 1890, on the ground that it did not secure the secrecy desired or intended. An amending measure, proposing to provide for this alleged lack in the old one, was moved by a prominent member of the Opposition. It was shown, however, in reply, that this system, which is the same as that in use in England, is as secret as any in the world; and that under the proposed amendment ballot-stuffing and personation could be resorted to without detection, whereas under the present system such crimes would be certain to be discovered and rectified by the proceedings in a scrutiny of votes. The charge that there had been cases of discovery of how votes had been cast, excepting in cases of scrutiny, was absolutely unfounded. Every official is sworn to secrecy; and the ballots, as soon as counted, are sealed up, and returned to the proper officer of the Crown, who is also sworn, unless they be required by an Election Court, to preserve them inviolate. The only possible way in which a vote could be discovered is by a deputy-returning officer remembering the registration counterfoil number of a voter, and watching, at the count, for the corresponding ballot. No man can possibly recollect the numbers in this way during the performance of his duties at the polls, and keep track of the corresponding numbers, and note the way in which the ballots were marked while counting the votes. In any case, even if he could remember one or two in this way, he is sworn to secrecy, and any act of perjury in revealing what he might discover would be severely punished under the law. The Act has been in operation for nineteen years. No case of a disclosure of a vote has ever been complained of, and there has been a complete absence of those disgraceful scandals which have marked so many elections held under the Dominion ballot laws.

The restrictions just referred to were made still more effective in the Session of 1890, by the Act to amend the Election Act as to Secrecy of Voting. In addition to the stringent forms of oaths to be taken by every official connected with the poll or handling the ballots, provision is made for the posting, at every polling-

place, of printed notifications warning the public of the stringency of these regulations.

In reply to the contention of the Opposition that the House of Commons Ballot Act furnishes a form of absolute secrecy in voting, the opinion expressed by the Hon. Mr. Chapleau, Secretary of State in the Dominion Parliament, is worthy of consideration.

"Mr. Chapleau said, . . . The hon. member for West Durham (Mr. Blake) has stated that there were doubts as to the absolute secrecy of the votes given under the present system. I have no doubt that if the people wish to know how others have voted, they can find out, in a great many cases, especially with regard to those, who have not sufficient education to take their papers and give their votes themselves. If there be connivance between the voter and the election agent, the voter may, by making his cross in a certain way, show the agent that he has voted according to his promises. I found in my experience that an agent could tell by looking at their ballots whether certain voters had carried out their promises. . . .

. . . I had the misfortune at one time of being obliged to ask for the conviction of two or three of my fellow-countrymen in a case in the criminal court in which I was acting as counsel, for having stuffed a ballot-box, and by this means changed the result of the election. . . . I must say that the present system does not give absolute secrecy and security to the voter." —*Hansard*, page 2621, 1890.

The following may be quoted on this subject from the *Toronto Telegram*, a paper certainly not actuated in its opinion by friendliness to the Ontario Government:—

"As it stands, the Ontario ballot act is an improvement upon the systems that govern Dominion and Municipal elections. The provision for numbering ballots, it is argued, enables partisan officials to trace the choice of the voter. The Attorney-General guards against this offence by placing deputy-returning officers under obligation to respect the secrecy of the ballot. Oaths do not always bind excited partisans. The men who are bad enough to seek to identify the voter by the number on his ballot paper are qualified to profit by the opportunities which the Dominion and Municipal systems offer for spoiling ballots and stuffing ballot-boxes.

"It is out of the fulness of bitter experience that our faith in the superiority of the Ontario system is speaking. The numbered ballot provides a way by which bad votes can be judicially subtracted from the total of a candidate who wins by fraud. When the ballots are not numbered the votes of dead men, of absentees, of repeaters, pass at their face value and cheat the choice of an honest majority out of his rights."

#### *Disputed Elections.*

The election law provides that an election return may be disputed on technical grounds, if the conditions prescribed have not been properly observed. The tendency of the legislation respecting elections during the past eighteen years has been to lessen the chance of an election being declared void in this way, provided there is good reason to believe that the member-elect is the choice of the people.

*Redistribution of Seats.*

The movement and increase of population render it necessary from time to time to readjust the representation. The membership of the Legislative Assembly was originally fixed by the British North America Act at 82, each member representing a separate electoral district. In 1874 the first change was made, when the number was increased to 88. The rapid growth of the western portion of the Province had rendered the representation of the people of different localities disproportionate. By this re-arrangement the constituencies of Bothwell and Niagara were abolished, and merged in adjoining divisions; Huron, Grey and Simcoe were assigned three members each instead of two; Lambton, Essex and Kent were given two representatives each, the new district of Dufferin, since formed into a county, was established, and "Muskoka and Parry Sound" was accorded representation. Thus eight new constituencies were created and two old ones abolished, making a net increase of six seats. A number of minor changes were effected, the general principle steadily kept in view throughout being to secure, as far as possible, equality in the population of the constituencies, while preserving the municipal county boundaries. It was manifestly impossible in some cases to secure approximate equalization without disregarding boundary lines, but in every instance in which this was done, the figures showing the respective population of the constituencies affected furnish conclusive evidence of the spirit of fairness with which the work was carried out. As a matter of fact, the new constituencies in the following election of 1875 added to the relative strength of the Conservative Opposition.

In 1885 the membership of the Assembly was further increased to 90. Algoma District was divided into two ridings; Parry Sound was separated from Muskoka and created an electoral district; Bruce was allotted three representatives in place of two; Leeds and Grenville were assigned one member each instead of having three between them; the constituency of Cornwall was re-incorporated with the County of Stormont; and Toronto, to which was added Parkdale, then a separate municipality, was given three members in place of two. Other re-adjustments were made, following out the same general principles of securing practical equality of representation with the least possible disturbance of municipal divisions. Taken as a whole, they greatly improved the electoral map of the Province, and rectified many anomalies in the system arising from the movement of population.

Until 1885 the representation of each district by a single member was adhered to throughout. In the re-adjustment of that year, however, a new principle was tentatively introduced in deference to the views of the advocates of minority representation. In allotting three members to Toronto, to be chosen by the whole electorate, it was provided that each elector was limited to two votes. Practical experience in this case, as in England, where the same method has been tried, was found to be unfavorable to the three-cornered system. After a few years trial the experiment was found to work unsatisfactorily and was abandoned.

The latest change in the constituencies was made in 1894, when several re-adjustments in urban representation, undertaken in consequence of the growth in population and importance of the leading cities, brought the total number of representatives up to 94. Toronto was given an additional member, and the city divided into four constituencies, east, west, north and south, each choosing one member. Hamilton was divided into two districts, east and west, each with one member. The City of Ottawa, with the villages of Ottawa East, Hintonburg and Mechanicsville, was constituted a constituency to be represented by two members. The electoral district of Kingston was re-adjusted so as to comprise the City of Kingston and the Village of Portsmouth, returning one member.

## MUNICIPAL INSTITUTIONS.

The Municipal Institutions of the Province form one of the most important features of our system of self-government. They were for a long time after their first introduction into Upper Canada somewhat crude in form, and many statutes amending the Municipal Law were passed by successive Parliaments before confederation. Between 1862 and 1871, when a Liberal Administration took office in Ontario, not a session of the Legislature passed without additional important changes being made. The necessity for simplifying the law so as to bring it within the comprehension of the mass of the people made it imperative that the Municipal Act and the various amendments should be consolidated, and the Mowat Administration lost no time in beginning the work. The task was a most laborious and intricate one, but it was successfully performed under the personal direction of the late Honourable Adam Crooks. Order was brought out of confusion, more than one thousand sections were reduced to about half the number, dead law was eliminated, and what was left was classified and reduced to the form of a simple and intelligible code.

### *Some Amendments to the Municipal Law.*

A complete list of important amendments made to the Municipal Law since 1872 would be a very long one, including among others :—

The extension of the Municipal system, with suitable modifications, to the districts without county organization.

Handing over the management of Police Departments of cities to Commissioners.

The amendment and simplification of the law respecting Bridges and Public Highways and their maintenance in a proper state of repair.

Regulation of Market Fees and the sale of produce, in the interests of both producer and consumer, with provisions for ensuring greater comfort and convenience for those doing business on the markets and the better preservation of perishable market commodities.

The safeguarding of the credit of municipal corporations and the better security of debenture holders, measures of incalculable importance not only to municipal corporations and investors but to the country at large.

The introduction of the system of paying for street improvements on the local assessment plan.

The better regulation of nuisances and more effectively dealing with matters affecting the health and comfort of the community at large.

The qualification of members of municipal councils and the disqualification of persons whose interests, owing to their being contractors directly or indirectly with the corporation, may conflict with their duty as municipal councillors.

Giving due publicity to matters of municipal finance by the preparation and publication of statements of receipts and expenditures.

The making of financial and other returns to the Bureau of Industries.

Acquiring lands for public parks, and the introduction of well regulated park systems.

The regulation, and in 1892 the abolition, of the system of municipal bonuses to manufacturers.

The establishment of industrial farms and inebriate asylums.

Municipal aid to railways, street railways, iron smelting works and grain elevators.

Municipal aid to mining schools and the establishment of schools for artisans.

The establishment of municipal water works and lighting and heating systems.

Enabling the officer in charge of a police-station to discharge persons arrested for being drunk, and not being disorderly, without the publicity and expense of a trial before a magistrate.

Provision for proper means of fire protection and the prevention of accidents at fires.

Municipal arbitrations, the simplifying of procedure thereon and reduction of the expense and loss of time occasioned thereby.

The institution of Boards of Control in large cities.

The regulation of transient traders, hawkers and pedlars, and of numerous callings, both with a view to securing revenue to municipalities from those classes which enjoy the benefits of municipal government without contributing to the taxes, and for controlling others, for the protection of the public from fraud or annoyance.

The issuing of licenses by police commissioners in cities and towns.

The acquirement and improvement of water powers by municipalities.

*Municipal Elections and the Municipal Franchise.*

Under the Mowat and Hardy administrations stringent legislation has been enacted to secure the greater purity of municipal elections and the independence of the voter. In 1872 an Act was passed to prevent corrupt practices at municipal elections. In 1874 the ballot was introduced at elections and at the voting on by-laws. In 1877 the system of preparing lists of voters at Provincial elections was extended to municipal voters' lists.

Provisions for the prompt and severe punishment of persons engaged in polling-places have also done much to prevent the irregularities formerly so common, and to secure a free and fair expression of public opinion in relation to municipal affairs.

During the same period the municipal franchise has been lowered and extended to farmers' sons and income voters, and to widows and unmarried women.

*Toll Roads.*

The burden and inconvenience arising, especially to the farming community, from the system of tolls on public highways has been mitigated and relieved of some of its most objectionable features by enabling persons, using toll roads habitually, to commute the tolls for an annual payment, the amount of which is simply and expeditiously determined by the county judge.

By amendments to the Road Companies Act the owners of toll roads have been compelled to maintain them in a proper state of repair, the tolls have been reduced and double-toll taking abolished, and the principle admitted that the person using the road should, as far as practicable, be liable to pay toll only for the portion used. Tolls are not to be payable for merely proceeding on a road in order to cross from one side line to another.

An Act was passed in 1889 to facilitate the purchase of toll roads by municipalities and the abolition of tolls. This measure provides for the appointment of Commissioners, their selection of roads, examination of the books and records of the owners, and the preparation of maps and valuation of the road property. If the Municipal Council decides to take over the roads they are to be maintained as free roads thereafter.

*Houses of Refuge.*

In 1890 the Government, recognizing the growing evils and injustice of allowing persons, whose poverty was their only crime,

to be forced to find a refuge in the county gaols, introduced and carried a measure providing for the establishment of Houses of Refuge by municipalities, and for municipal aid to those already in existence. This is a further illustration of the Government's policy of returning the public money to the people who own it. The Act provides for the payment of a sum, not exceeding \$4,000, to any county or union of counties which may acquire not less than fifty acres of land for an industrial farm, and erect thereon buildings suitable for a House of Industry or House of Refuge for the aged, infirm and poor of the locality. The Act permits the joining of municipalities, when contiguous, for the establishment of a larger institution, in which case the same amount is to be paid to each, and includes in its provisions those municipalities in which such institutions already exist. All such establishments are subject to provincial inspection.

#### *The Drainage Laws.*

In 1878 the Government introduced and carried "The Tile, Stone and Timber Drainage Act," a measure which enabled the municipalities to borrow from the Government and lend out at a low rate of interest money to be expended by farmers in underdraining agricultural lands. In municipalities which have availed themselves of this Act, proper drainage has greatly increased the value of farm property, and the measure has been largely instrumental in bringing about the adoption of sound principles in farm drainage.

¶ The Government has expended large sums in the purchase of debentures issued by municipalities for the construction of drainage works payable by local assessment.

The drainage clauses of the Municipal Act have been amended from time to time, and these provisions having become extremely complicated, the Government, in 1891, issued a Commission to enquire into the operation of the Drainage Laws of the Province. The importance of this subject can best be understood, when it is remembered that since 1867 a sum of no less than \$3,500,000 has been expended in reclaiming and draining low-lying farm lands in the Province.

¶ In 1893 bills were introduced by the present Attorney-General to consolidate and amend the Municipal Drainage Laws and the Ditches and Watercourses Acts. These bills were not then proceeded with, but were distributed throughout the Province among the municipal officers, county judges and others most concerned in the administration of the Drainage laws. In 1894 new bills,

embodying many of the suggestions received in the meantime, were introduced by the Honorable A. S. Hardy and referred to a Committee, and after much consideration and the expenditure of an immense amount of time and labour in the committee and in the House, the Drainage Act and Ditches and Watercourses Act were passed and the law upon these important matters set out in a simple and concise form, with the result that these Acts, which were formerly the subject of continual legislation, have since been amended only twice, and then in only very minor particulars. In 1891 legislation was passed for the appointment of an officer to whom as Drainage Referee matters arising under the Drainage Act are now referred and the procedure before him reduced to the simplest form possible. By this course great expense and annoyance has been saved to Municipalities and ratepayers by the prompt and satisfactory settlement of disputes arising under the Act. In every case in which an appeal was taken from the report of the referee, then appointed, his decision was upheld by the Court of Appeal.

#### *County Councils.*

A general feeling that the County Councils as formerly constituted were unnecessarily large, and the principle upon which they were formed out of harmony with more modern ideas of representative government, Mr. Hardy in 1892 introduced a bill having for its object the reduction of the number of members of County Councils, and their election by a larger constituency. The Bill was withdrawn, but public opinion having in the meantime had time to shape itself, another bill was introduced by him in 1896, which, subsequently, with some modification, became law.

"The County Councils Act," by largely reducing the number of members of County Councils, greatly lessened the expense attendant on their meetings, while by extending the constituencies electing Councillors an opportunity was afforded of securing a fuller and freer choice by the electors, from the best class of candidates obtainable, and at the same time the tendency to secure advantages for particular municipalities, which formerly existed, was removed. By allowing each elector to vote for two candidates in his division, or to give both his votes to one candidate, the right of minorities to representation was recognized. The distribution of County Council divisions in each county was adjusted by a Commission composed of County Judges from other Counties, and by this method all suspicion of the intrusion of improper considerations in so important a matter was avoided. The com-

plete independence of County Councils was further secured by the disqualification of members of local municipal councils from membership in the County Council and by extending the term of office of County Councillors to two years, the latter provision securing greater experience and a longer time than formerly for the members to become acquainted with their duties and the requirements of their constituencies. It is estimated that between \$30,000 and \$40,000 per annum has been saved to the Counties by this measure.

#### *The Audit of Municipal and School Accounts.*

From time to time numerous checks and safeguards have been imposed by the Legislature upon the keeping of Municipal Accounts. Of recent years, in every private Act authorizing special issues of debentures a provision has been inserted compelling the Treasurer to keep, and every member of the Council to see that he does keep, proper books of accounts showing the manner in which the debentures have been dealt with, and the receipts and expenditures on that particular account.

The general law, too, has been amended by inserting stringent provisions respecting the dealing with sinking funds, while the municipalities have been encouraged, in place of keeping a sinking fund, to liquidate their debenture debts by annual payments on account of principal and interest.

Numerous cases in which municipalities had sustained heavy losses by reason of the defalcations of their treasurers having been brought to public notice, an Act was introduced by Mr. Hardy in 1897 for the appointment of an officer to be known as the Provincial Municipal Auditor, whose duty it should be to inspect the books of Municipal Treasurers, to prepare a proper form of cash book for use by them, and to audit and investigate the accounts of municipalities on his own motion, or whenever required so to do by the Council or by the Lieutenant-Governor.

This Act contains several new and important safeguards against loss arising either from looseness of methods or from dishonesty on the part of officials handling municipal funds.

Municipal Councils may by by-law direct the payment of taxes directly into a chartered bank, to the credit of the corporation, and that moneys so deposited may only be withdrawn on the cheque of the Treasurer, countersigned by the head of the municipality or some other official named in the by-law.

The Managers of Banks in which Municipal or School moneys

are deposited are required to render a statement of the balance whenever required so to do by a member of the Council or Board, and, further, to render quarterly statements of the balance to be laid before the Council or Board at its next meeting.

Mortgagors and other persons liable to the municipality on mortgages are required to render an annual statement to the head of the municipality of the amount due on their mortgages, the statement to be laid before the Council at its next meeting.

The Treasurers of Municipal Corporations and School Boards are required to keep the money of the Corporation or Board separate from their own, and when depositing the same to do so to a special account kept by them under some designation which will show that the moneys are held by them for the Corporation or Board.

#### *The Assessment Act.*

The following amendments have been made to the Assessment law during the last few years:

The reduction of exemptions from taxation.

The salaries of officials at Osgoode Hall, except some few who were appointed before the abolition of the exemption took effect, are now liable to assessment. Lands connected with churches are made liable for local improvements. The incomes and dwellings of clergymen are now liable to taxation, and colleges and other educational institutions are made liable for local improvement taxes, while the exemption of income derived from personal earnings has been extended to \$700.

The exemption of farm lands in towns and villages from assessment for certain local purposes.

The exemption of tenant farmers' sons from statute labor.

The reduction of the Statute Labor or poll tax in cities and towns, from \$2 to \$1.

Reducing the Statute Labor of persons not assessed in townships from two days to one.

Various difficult questions as to the assessment of different classes of property have had to be met and disposed of, such as the assessment of vacant lands used for lawns, paddocks, etc.

Independent Courts of Revision in cities, composed of persons not connected with the Council or municipal offices.

Appeals to the Court of Appeal in cases where large amounts are involved, and the stating of a special case by the Lieutenant-Governor-in-Council in cases of special importance where uniformity of decision is desirable in the public interest.

The equalization of assessments by County Councils.

Numerous amendments to the law respecting tax sales, the security of tax titles and the redemption of lands sold for taxes by the owners, and enabling municipalities to buy in lands at tax sales in order to prevent their sacrifice.

*The Municipal Committee.*

For nearly twenty years the Honourable A. S. Hardy has been Chairman of the Municipal Committee, which became a standing Committee of the House in 1880, and to which it has been customary to refer every bill approved in principle by the House, or demanding before a proper decision can be reached, further enquiry or the elaboration of details. When it is remembered that from forty to sixty of these bills are introduced at each session of the Legislature, it will be readily understood that the mastery of their details, the application of the principle involved, and inquiry as to the public necessity for the changes proposed, entail a tremendous amount of labour and a heavy responsibility, while the hearing and summing up of arguments offered in support of and opposition to the bills require the exercise of great tact and patience and the ability to take a broad and comprehensive view of the questions involved. To the Chairman of the Committee falls the task of preparing the Municipal and Assessment Amendment Acts for the year which embody the results of the decisions of the Committee on the bills referred to them, and of guiding them through the House. He is also the exponent of the Government's policy in municipal matters and initiates from time to time amendments which the public interests seem to demand.

*Consolidation of the Municipal and Assessment Act.*

During Mr. Hardy's Chairmanship of the Municipal Committee, he, in 1892, introduced and carried through the House, acts simplifying and consolidating the Municipal and Assessment Acts and the numerous amendments thereto made after the coming into force of the Revised Statutes of 1877 and 1887. These Consolidated Acts were distributed free to the municipalities throughout the Province.

## LAWS RELATING TO LABOR.

*Mechanics' Lien.*

*The Mechanics' Lien Act* of 1873 was passed soon after the Liberal Government assumed office, and was intended to protect mechanics, machinists, builders, miners and contractors from loss on account of labor or material furnished in the erection of buildings or the construction of machinery. The Act not merely recognizes the new form of liability, but provides the means for establishing and enforcing claims arising under it. The original Statute has been several times amended, with a view to make it more simple and perfect in its working.

An act to further facilitate the enforcement of the just rights of wage-earners and sub-contractors, enacted in 1893, provides that "every device by any owner or contractor, which shall be adopted in order to defeat the priority of wage-earners for their wages under the several Acts relating to Mechanics' liens, shall, as respects such wage-earners, be null and void." Another section provides, that "in the case of wages due to any mechanic, laborer or other person, in respect of work referred to in the 4th section of *The Mechanics' Lien Act*, the jurisdiction of a police magistrate in a city under the *Act respecting Master and Servant*, shall extend to wages for thirty days, or for a balance equal to the wages for thirty days, though the same or the balance thereof exceed the sum of \$40 in the said section mentioned." It is also provided that "where no specific rate of wages has been expressly agreed to between the parties, the city police magistrate aforesaid may order payment of the wages, reckoning the amount thereof according to the current rate of wages in the city, in like cases, or according to what may appear to be a just and reasonable allowance," and "any order of a city police magistrate for the payment of such wages as aforesaid, shall be payable forthwith."

This Act was consolidated, amended and greatly enlarged in its scope by chapter 35 of the Act of 1896, which may be cited as *The Mechanics' and Wage-Earners' Lien Act, 1896*. It was extended and made specially and particularly applicable to railway companies and all bodies corporate, including municipal corporations, and to the case of work done upon the property of Married Women with the consent of the husband. The Act now covers almost every case.

By section 7 insurance on property destroyed by fire in respect of which there is a lien is bound also to the extent of the lien.

By section 10 the owner of the property is required to retain from the contractor, for the purpose of satisfying liens under the Act, for a period of 30 days after the completion or abandonment of the contract, 20 per cent. of the value of the work, service, or material done or supplied. Where the contract exceeds \$15,000 the amount to be retained must be 15 per cent.

By section 12 it is declared that the lien created by the Act shall have priority over all judgments, executions, assignments, attachments and garnishments issued or made after the lien arises, and over all payments or advances made on account of any conveyance or mortgage after notice in writing of the lien.

By section 13 special preference is given for 30 days' wages to the earnings of the mechanic or laborer, and re-enacts the important clause in 56 Vict., c. 24, which is as follows:

"Every device by any owner, contractor or sub contractor adopted to defeat the priority given to wage-earners for their wages by this Act shall, as respects such wage-earners, be null and void."

By the same section (sub-section 6) "Wages" are defined to extend to moneys earned by piece-work as well as to work by the day.

By section 14 it is provided that any payment made for the purpose of defeating a claim for a lien shall be null and void.

By section 16 a claim must be registered in the registry office of the county where the land lies.

By section 17 it is provided that any number of persons may join in one registration of claims; and no claim is to be invalidated (sec. 18) by reason of want of formality. The fee for registration is 25 cents (sec. 19).

By section 21, claims must be registered within 30 days from the completion of the contract or work, or during its performance.

Section 30 provides that any number of lien-holders having claims may join in one action.

By section 31 the Master-in-Ordinary, or Local Master, or Official Referee, or a Judge of the County Court, may summarily try the case.

By section 37 no fees in stamps are to be paid on a claim for wages, and but one dollar per hundred on any other claim up to one thousand dollars.

This new Act as amended appears to be entirely satisfactory to the public, as complaints which were many and numerous against the old Acts are not continued as to the present one.

Indeed, no complaints have been made as to its inefficiency, and it has now been so amended as to make it as perfect as a law of this kind can be made.

#### *Employers' Liability.*

For years past in England an Act of Parliament has been in force which makes employers liable, under certain circumstances, for injuries to their employees. That Act was, at the instance of the House of Lords, limited in its operation to five years, but it has given such general satisfaction that it will, undoubtedly, be made permanent, as indicated in legislation now being considered by the British House of Commons, and will probably at the same time be given a wider application. In the session of 1886, an Act was passed by the Ontario Legislature to secure compensation to workmen in certain cases for personal injuries caused (1) by defective machinery or works; (2) by negligence of fellow employees entrusted with the duty of superintendence; (3) by conforming to the orders of fellow employees placed in authority; (4) by the operation of the employer's regulations, or (5) by the negligence of railway signal-men. The different kind of defects that make a railway company liable are specified, and the maximum amount of compensation is fixed at three years' earnings. Contracting out of the liability is not allowed, except when there is some other consideration than being taken into employment, which consideration must be, in the opinion of the Court trying an action, "ample and adequate," and on the side of the workman not "improvident," but "just and reasonable." This Act provides a simple method of enforcing claims arising under it.

An amendment in 1887 applied the provisions of the Act to railway companies and employers who had established provident and insurance societies for their men, even though the workmen injured had not connected themselves with such societies.

A further amendment in 1889 makes the employer for whom the work is done, as well as the contractor, liable for injuries received by the workmen,—it being provided, however, that double compensation shall not be recoverable for the same injury. This amendment also provides that even if the workman was aware of the defect or negligence which caused his injury, he should not therefore be deemed to have voluntarily incurred the risk of being injured.

At the session of 1892 all the Acts just referred to were consolidated into one.

In the session of 1893, this Act was still further amended by repealing sub-section 3 of section 2 of the Act of the year before, and substituting therefor: (3) "Workman does not include a domestic or menial servant, or servant in husbandry, gardening, or fruit-growing, where the personal injury caused to any such servant has been occasioned by or has arisen from or in the usual course of his work or employment, as a domestic or menial servant, or as a servant in husbandry, gardening or fruit-growing, but, save as aforesaid, means any railway servant, and any person who, being a laborer, servant, journeyman, artificer, handicraftsman, hired, or otherwise engaged in manual labor, whether under the age of twenty-one years or above that age, has entered into or works under a contract with an employer, whether the contract be made before or after the passing of this Act, be expressed or implied, oral or in writing, and be a contract of service or a contract personally to execute any work or labor."

#### *The Factories Act.*

"An Act for the Protection of Persons employed in Factories" was passed in 1884. It contained a proviso that it should not come into force until proclamation should be made by the Lieutenant-Governor, the object being to secure, either by concurrent Dominion legislation, or by a decision of the Supreme Court, that the validity of the law would not be disputed. All efforts to induce the Dominion Government to aid in removing the uncertainty having failed, the necessary proclamation was issued in October, 1886, and the "Ontario Factories Act, 1884," became law. It provides, among other things, (1) that the employment in a factory of a child, a young girl, or a woman, in such a way that their health is likely to be permanently injured, shall be an offence punishable by imprisonment or fine; (2) that no boy under twelve, and no girl under fourteen, shall be employed in any factory, and that children under fourteen and women shall not be employed more than ten hours a day, or sixty hours a week; (3) that women and children shall not be allowed to clean machinery, while it is in motion; (4) that working extra hours in a time of emergency shall be done only with the consent of the Inspector under the Act; (5) that factories shall be kept in proper sanitary condition; (6) that machinery and other sources of danger to employees shall be properly guarded; (7) that each factory shall be supplied with the means of extinguishing fires, and also with fire-escapes if the building

is a high one; and (8) that the inspector shall be notified promptly when loss of life results to employees through fire or accident. The Act clothes the Inspector with the powers necessary to enable him to discharge his duties efficiently, and provides a simple means of enforcing its provisions. Appended to it is a schedule containing a list of the different kinds of factories that come under its operation, and it is provided that the Lieutenant-Governor-in-Council may add to, or take away from, that list by proclamation in the *Ontario Gazette*. The putting of this admirable measure into operation places the factory laborers of Ontario in as good a position in the matter of protection as is enjoyed by such laborers in any country in the world.

In 1887, an Amendment was passed, providing that boys under 12 and girls under 14 might be employed in the summer months in gathering and preparation of fruit or vegetables for canning purposes, such preparation not to involve cooking, and to be done in a different room.

An Act analagous in its provisions to the Factory Act was passed in 1888, which gave power to Municipal Councils, on application of three-fourths of the employers in any class of shops, to pass by-laws for the closing of all such shops at the hours mentioned in the application. This has the effect of shortening the hours during which children and young persons may be confined in such shops. It also ordered that seats be provided for female employees; also, that no young person should be employed in or about any shop longer than 74 hours, including meal hours, in any one week, nor longer than 14 hours, including meal hours, on any Saturday—notice to this effect to be posted up in the shop. This provision not to apply in cases in which the employees are members of the families of the employers. This Act was amended in certain of its provisions in 1889.

In 1889 an amendment to the Factories Act made several new and most important changes, governing and for the protection of young persons engaged in factories, gave a detailed list of lines of business to which the Act applied, and, most important of all, sub-section 2 of section 3 of this Act of 1889 declares that "Section 2 of the principal Act is hereby amended by omitting therefrom the words 'provided that where not more than *twenty* persons are employed in any place coming within the foregoing definition of a factory,' and inserting instead thereof the words 'provided that where not more than *five* persons are employed in any place coming within the foregoing definition of a factory.'"

*The Railway Accidents Act.*

In 1881 the Legislative Assembly appointed a special committee to enquire into the causes of the loss of life from accidents on railways. Much valuable information was taken, and many of the most useful suggestions offered were the following year embodied in an Act "To make Provision for the Safety of Railway Employees and the Public." The preamble to that Act is as follows—

"Whereas frequent accidents to railway servants and others are occasioned by the neglect of Railway Companies to provide a fair and reasonable measure of protection against their occurrence; and whereas a proper construction of railway bridges, and certain precautions in the construction and maintenance of railway frogs, wing-rails, guard-rails, and freight cars would greatly lessen, if not entirely prevent, the happening of such accidents."

The Act goes on to specify the improvements which railway companies are required to make in their bridges, tracks and freight cars; and in the event of accidents to their employees caused by failure to do so, the latter are placed in as good a position, with respect to the right of compensation, as if they had not been in the company's employ. In other words, the great principle embodied in the Act securing compensation for injuries is anticipated by this provision of the Railway Accidents Act, just as the principle that railway companies and factory proprietors should be compelled to make proper provision for the safety of the public was anticipated by the Act of 1874, which requires the owners of machines properly to guard those parts likely to cause injury to persons coming in contact with them.

NOTE.—In connection with the Railways Accidents Act, creditable to the Ontario Government both in intent and enactment, it may not be unimportant to observe that the House of Commons of Canada, in 1888, enacted that "The Intercolonial Railway, the Grand Trunk Railway, the North Shore Railway, the Northern Railway, the Hamilton and Northwestern Railway, the Canada Southern Railway, the Great Western Railway, the Credit Valley Railway, the Ontario and Quebec Railway, and the Canadian Pacific Railway, are hereby declared to be works for the general advantage of Canada, and each and every branch line or railway now or hereafter connecting with or crossing the said lines of railway, or any of them, is a work for the general advantage of Canada."

*Work and Wages.*

In 1873 two Acts were passed, one intended to facilitate agreements between masters and workmen for participation in

profits ; the other intended to facilitate the adjustment of disputes between masters and workmen. With reference to these two measures, and the Mechanics' Lien Act passed in the same session, the Hon. Attorney-General Mowat made the following remarks in a speech delivered in Toronto on the 8th of January, 1879 :

" We have passed laws securing to mechanics, laborers, and others, a lien for their pay on the property on which their labor is expended or their materials used, so far as this seemed practicable without prejudice to persons not concerned in the transaction. We have passed laws in the interest of masters and workmen, for facilitating agreements between them for sharing the profits of the business in which they may be engaged. The object of that law is of great importance to the working-classes. It is by such means that their status is to be raised. Those who have given attention to this subject seem to be unaware of any method by which so large an amount of good can be looked for to the great mass of our working population as some method which may enable them somehow to share the profits of the business in which they are employed. In framing these laws we had the advantage of what had been done elsewhere, and we have placed on the Statute Book the best laws that the example or experience of other places enabled us to devise.

" We have also passed a law to facilitate, by means of a machinery found useful elsewhere, the amicable settlement of disputes between employers and employed."

#### *Industrial Disputes.*

Sir Oliver Mowat, still continuing on the line indicated in his Toronto speech of January, 1879, during the session of the Ontario Legislature of 1894 introduced and had passed into law, " An Act respecting Councils of Conciliation and Arbitration, for settling industrial disputes." This is admittedly an important Statute, containing among its provisions the best of those to be found in measures of like character in the United Kingdom, New South Wales, British Columbia, Nova Scotia and in France. The preamble to this law declares that " there is reason to believe that the establishment of Councils of Conciliation and Arbitration for the friendly settlement of disputes between employers and employees would conduce to the cultivation and maintenance of better relations and more active sympathy between employers and their employees, and would be of benefit to the public interest by providing simple methods for the prevention of strikes and lock-outs, from which industrial operations and the welfare of the country generally may suffer injury."

In this Act, the word " employer " means any person or body of persons, incorporated or unincorporated, employing not less than ten workmen in the same business in which the trade dis-

pute has arisen; the word "employee" means any person in the employment of an employer, as defined by this Act.

A claim or dispute under this Act shall include any of the matters following as to which there is a disagreement between any employer and his employees:

(1) The price to be paid for work done, or in course of being done, whether such disagreement shall have arisen with respect to wages, or to the hours or times of working;

(2) Damage alleged to have been done to work, delay in finishing the same, not finishing the same in a good and workmanlike manner, or according to agreement; or a dispute respecting materials supplied to employees and alleged to be bad, or unfit, or unsuitable.

(3) The price to be paid for mining any mineral or substance mined, or obtained by mining, heating, quarrying or other process; or the allowances, if any, to be made for bands, refuse, faults, or other causes whereby the mining of the mineral substance is impeded.

(4) The performance or non-performance of any stipulation or matter alleged to have been in an agreement, whether in writing or not.

(5) Insufficient or unwholesome food supplied to employees where there is an agreement to victual them, or to supply them with provisions or stores of any kind.

(6) Ill-ventilated or dangerous workings or places in mines, or unwholesome or insanitary rooms or other places of accommodation, in which work is being performed, or want of necessary conveniences in connection with such rooms or places.

(7) The dismissal or employment under agreement of any employee or number of employees.

(8) The dismissal of an employee or employees for their connection with any trade or labor organization.

(9) No claim or dispute shall be the subject of conciliation or arbitration under this Act in any case in which the employees affected by such claim or dispute shall be fewer in number than ten. N. S. W. s. 24; B. C. s. 28.\*

A Council of Conciliation for the purposes of any dispute or claim, shall consist of four conciliators, two to be nominated by each of the parties to the dispute.

A dispute or claim within the meaning of this Act may be referred for settlement to a Council of Conciliation in the cases following:—

The parties to the dispute or claim may jointly agree, in the

prescribed manner, to refer such dispute or claim for settlement to a Council of Conciliation.

Either party to the dispute or claim may, in the prescribed manner, lodge an application with the registrar requesting that the dispute or claim be referred for settlement to a Council of Conciliation.

There shall be a Council of Arbitration for the settlement of disputes and claims by Award. Such Council shall consist of three members, one to be appointed by the Lieutenant-Governor on the recommendation of the employees, and one to be appointed by him on the recommendation of the employers.

The following may be the method of ascertaining the recommendation of employers and employees as to the persons to be appointed on their recommendation respectively as members of the Council of Arbitration :

(1) For the person to be recommended by the employers, every employer in the Province having at least ten persons in his employment shall be entitled to one vote; every organization in the Province, whether incorporated or unincorporated, representing the interests of employers, each member of which has at least ten persons in his employment, shall be entitled to one vote; and every board of trade in the Province, legally constituted, shall be entitled to one vote.

(2) For the person to be recommended by employees as a member of the Council of Arbitration, every trade and labor council, every district assembly of the Knights of Labor, every federated council of building trades, every lawfully incorporated trade union, every organization of wage-earners of an industrial calling primarily constituted for, and actually and *bona fide* operated for, the regulation of the wages and hours of labor as between employers and employed, shall be entitled to one vote; but this shall not be deemed to include co-operative associations or societies.

#### *Co-operation.*

In 1880 an Act was passed for the relief of Co-operative Associations, experience having shown that a relaxation of the former law was necessary in two respects. This Statute increases the maximum value of the shares any one member may hold from \$400 to \$1,000, and authorizes associations to incur a debt, secured by mortgage, for the purchase of business premises.

#### *Collecting of Wages.*

In 1885 an Act was passed which is of great importance as affording valuable protection to workmen in respect of wages. It

provides that when a debtor makes an assignment of real or personal property for the general benefit of his creditors, an exception shall be made in favor of persons in his employment at, or immediately before, the time of the assignment, who shall be paid in full up to three months' wages or salary, and be entitled to take rank as general creditors for the remainder of the amount due them. A similar provision is made to apply to the distribution of the assets of a company in process of liquidation under "The Joint Stock Companies' Winding-up Act," and to the settlement of claims under "The Creditors' Relief Act, 1880." The measure applies to all wage-earners, whether by the day, the week, the piece, or otherwise.

No less valuable was an Act of 1889, providing that where proceedings under *The Act respecting Master and Servant* are taken before a Police Magistrate, and payment of wages is ordered by him to be made by the master or employer to the servant or laborer, and the same are not paid within the time limited by the order, the same proceedings may be taken by the person claiming the benefit of the order, as may be taken by a party having an unsatisfied judgment or order in a Division Court for the payment of any debt, damages or costs as respects the examination of the judgment debtor touching his estate and effects, the means he has of discharging his liability, and the disposal he has made of any property, and the Police Magistrate shall have the like power and authority to enforce payment of the debt as are possessed by the Division Court Judge in like cases. The Police Magistrate may also, if he thinks fit, name in the order for payment of wages, such time, not exceeding 21 days, as to him may seem just and reasonable for the payment of the same and costs, and in case of non-payment within such time, the complainant shall be entitled to take forthwith the proceedings for enforcement provided by the Act respecting master and servant, ad this Act.

Section 12, chapter 139, of the Revised Statutes of Ontario, 1897, provides that any one or more Justices of the Peace upon the oath of a servant or laborer against his master or employer concerning any non-payment of wages, may summon the master or employer to appear before him or them, and he and they, upon due proof of the cause or complaint, may discharge the servant or laborer from the service of the employment of the master, and may direct the payment to him of any wages found to be due, not exceeding the sum of \$40, and the Justice or Justices shall make such order for payment of the said wages as

to him or them seems just and reasonable, with costs, and in case of the non-payment of the same together with the costs, for the space of twenty-one days after such order, a warrant of distress shall issue for the levying of the wages, together with the costs of conviction and of the distress. By an Act passed in 1891, the foregoing was amended by expunging the words "twenty-one days," and substituting therefor the words "eight days."

#### *Imported Contract Labor.*

With a view to the protection of the Ontario laborer from the oppressive competition of certain classes of foreigners, whom it is the custom to bring into the country under agreements which virtually prevent them from being free agents in the disposal of their services, the Legislature, in the session of 1886, enacted as follows:

"Any agreement or bargain, verbal or written, expressed or implied, which may hereafter be made between any person, and any other person not a resident of Canada, for the performance of labor or service, or having reference to the performance of labor or service by such other person in the Province of Ontario, and made as aforesaid, previous to the migration or coming into Canada of such other person whose labor or service is contracted for, shall be void and of no effect as against the person only so migrating or coming."

This enactment leaves the imported foreign laborer, who comes into Ontario on the strength of a previous agreement, free to break his agreement after his arrival here if he sees fit to do so, while if he chooses to observe the agreement on his part, he can hold his employer to it also. The object of this legislation is to discourage the practice of advancing money to foreign laborers to pay their passage into this Province, by making it impossible for the employer to recover the sum advanced if the employee sees fit to break his engagement. No more effective means could be devised.

#### *Salaries and Wages.*

Another Statute that calls for notice in this connection is one passed in 1874, which enacts that the wages or salary due to a laborer, mechanic, or servant, shall not be liable to seizure, or attachment, or garnishment for debt, unless the sum due to him exceeds \$25, and then only for the amount of such excess. The object in view is to prevent the wage-earner from being left entirely penniless, a reasonable relief in view of all that the law has done for other classes of debtors.

In 1891 the Woodman's Lien for Wages Act became law, and under its provisions any person performing any labor, service or

services in connection with any logs or timber in the districts of Algoma, Thunder Bay and Rainy River shall have a lien thereon for the amount due for such labor, service or services, and the same shall be deemed a first lien or charge on such log or timber, and shall have precedence of all other claims or liens thereon, except any lien or charge which the Crown may have upon such logs or timber.

The Woodman's Lien for Wages Act (1891) was in 1895 extended and made to apply to Algoma, Thunder Bay, Rainy River, Muskoka and Parry Sound and in 1896 to the provisional County of Haliburton, and a new clause was included in the Act of 1896 providing that any contractor who has entered into any agreement under the terms of which he has cut, removed, taken out and driven, for any licensee of the Crown, by himself or by others in his employ, any logs or timber into the waters at or near Lake Superior, the Georgian Bay, Lake Huron or the Saint Mary's River, for export in the log out of the Province of Ontario, shall be deemed to be a person performing labor, service or services upon logs or timber within the meaning of the "Woodman's Lien for Wages Act."

#### *Workmen allowed Time to Cast Their Votes.*

To many persons entitled to vote, in cities and towns, where during the whole of the hours of polling they are employed at a distance from their voting places, polling their votes is a matter of loss and difficulty. With a view to removing this obstacle, the Legislature, in the session of 1886, enacted that "any voter entitled to vote within a city or town, shall, on the day of polling, for the purpose of voting, be entitled to absent himself from any service, or employment," for the two hours between twelve and two in the middle of the day, without making himself "liable to any penalty, or to suffer or incur any reduction" of wages, provided that, if his employer requires him to do so, he shall afterwards make up for his absence by an hour of extra work.

#### *Registration and Incorporation.*

In 1892 was passed "An Act respecting Insurance Corporations," and in which it is provided that "any lawfully incorporated Trades Union in Ontario, which, under the authority of the Incorporating Act, has an insurance or benefit fund for the bene-

fit of its own members exclusively, shall upon due application for registry hereunder be entitled to be registered on the Friendly Society Register."

At the session of 1894 of the Legislature, the Government introduced, and had enacted into law, "An Act respecting Benefit Societies"—to be read and construed as one with *The Insurance Act, 1892*—providing that upon like proceedings taken as enacted in section 2 of the Act just mentioned, INCORPORATION, subject to the same limitations, may be granted in either of the two following cases:

- (a) Where any trade or labor union or organization proposes to undertake contracts with its own members exclusively for any of the insurance benefits enumerated in sub-section 2C of section 4 of *The Insurance Corporations Act, 1892*, or contracts to furnish tools, or to pay unemployed or superannuation benefits to the said members;
- (b) Where any organization of wage-earners, consisting of not less than twenty-five members, and managed and operated as a friendly society under rules conforming to *The Insurance Corporations Act, 1892*, proposes to contract with its own members exclusively for sick benefits not exceeding five dollars per week and a funeral benefit of not more than one hundred dollars, or either of such benefits.

(2) The body so incorporated may, upon due application, be admitted to registry as a friendly society; but, unless and until so registered, the corporation shall not undertake, nor agree or offer to undertake, any contract insuring the said or other insurance benefits.

It may be added that the cost of incorporation is but \$1, and that of registration \$3—for both \$4.

#### *The Mines Act, 1892.*

Under the head of "Employment of Women and Children," section 54 of this very comprehensive Act provides that "No boy under the age of fifteen years shall be employed in or allowed to be for the purpose of employment in any mine to which this Act applies below ground; and no girl or woman shall be employed at mining or allowed to be for the purpose of employment at mining work in or about any mine." Another

section provides that "A boy or male young person of the age of fifteen and under the age of seventeen years shall not be employed in or allowed to be for the purpose of employment in any mine to which the Act applies for more than forty-eight hours in any one week, or more than eight hours in any one day; that is, (1) the period of such employment shall be deemed to begin at the time of leaving the surface and to end at the time of returning to the surface; and (2) the week shall mean the period between midnight on Sunday night and midnight on the succeeding Saturday night." Provisions are also made providing for the keeping of a correct register of all boys and male persons employed; that a person in charge of a windlass or gin shall be at least twenty-one years of age; and that in the event of contravention of any of such provisions by any person whomsoever in the case of any mine, the owner and agent of any such mine shall each be guilty of an offence against this Act, unless he proves that he had taken certain specified precautions. It is also provided in this Act that no wages shall be paid to any person employed in or about any mine to which the Act applies, at or within any public-house, beer shop or place for the sale of any spirits, wine, beer or other spirituous or fermented liquor, or other house of entertainment, or any office, garden or place belonging or contiguous thereto or occupied therewith. Very definite and detailed provisions for the prevention of accidents and penalties for neglecting or contravening the same are also included.

"An Act to make further provisions respecting Mines and Mining" (1896) repeals certain sections of previous Mines Acts, and substitutes the following for section 53 of the Mines Act, of 1892. (53). This part shall apply to all mines, quarries and pits, and oil, gas and salt wells, and other openings from which ores or minerals of any kind or class are raised or taken, and to all furnaces or works for smelting or otherwise treating ores, rocks, clays, sands, oils, brines or other minerals for any economic object; and all owners or agents of such mines, quarries, pits, wells, furnaces and works, shall observe and keep the provisions of this part, and in case of non-observance thereof shall incur the penalties provided therefor by section 69 of the Mines Act, 1892.

#### *Creditors' Relief Act, 1892.*

With the object of better securing the wages of employees in cases coming under the provisions of "The Creditors' Relief Act, 1892," the Act respecting wages was amended by providing

that—"All persons in the employment of the execution debtor "at the time of the seizure by the sheriff, or within one month "prior thereto, shall be entit'ed to be paid the wages or salary "due them by the execution debtor not exceeding three months "wages or salary, in priority to the claims of the other creditors." This applies whether the employment in respect of which the wages is payable be by the day, by the week, by the job or piece or otherwise.

#### *Factories Amendment Act.*

"The Factories Amendment Act" (1895) is a laudable attempt to remove the practical defects in previous factory legislation in the Province, as demonstrated by experience. The Act provides for the better guarding of dangerous places; that where two or more persons occupy or use the same room or premises for carrying on any work or business within the meaning of the Factories Act, and employ in the aggregate six persons or more, no one of such persons employing as many as six, each of the several employers shall be held responsible for providing proper and sufficient water-closets and the other requirements set forth in the eleventh and twelfth sections of "The Ontario Factories Act"; which said sections shall apply to each and every of such employers as if they were partners in all the work or business of the said room or premises; that a wire or other rope shall be provided, as directed by the Inspector, at the windows above the second storey of every factory as a means of escape in the event of fire; that such rope shall be not less than three-quarters of a inch in thickness, and of sufficient length to reach from the room in which it is kept to the ground below, and every such window of every room is to be provided with proper, convenient, and secure fastenings and appurtenances to which one end of the rope may be easily secured or fastened, etc. It is further provided that in case of fire or accident in any factory, occasioning any bodily injury to any person employed therein whereby he is prevented from working for more than six days next after the fire or accident, a notice shall be sent to the Inspector in writing by the employer forthwith; after the expiration of the said six days, he shall be liable to a fine not exceeding \$30; and in case of an explosion occurring in a factory, whether any person is injured thereby or not, the fact of such explosion having occurred shall be reported to the Inspector in writing by the employer within twenty-four hours next after the explosion, and if such notice is not so sent the employer shall be liable to a fine not exceeding \$30. Where a

person is killed from any cause, or injured from any cause in a manner likely to prove fatal, like notice is to be sent to the Inspector under a penalty of not less than \$30 for neglect. The time for laying an information in respect of offences and fines under the Factories Act or this Act shall be within two months, or where the offence is punishable at discretion by imprisonment, within three months after the offence has come to the knowledge of the Inspector.

#### *Payment of Wages on Public Works.*

The many and serious losses inflicted upon workmen employed upon Public Works from time to time, in various ways, having been brought to the attention of the Government on more than one occasion, it was determined that a law be enacted to safeguard the rights of this class of the general community—a class least able to protect itself under ordinary circumstances. As a consequence, a measure was introduced and enacted into law during the Session of the Legislature in 1896, entitled "An Act to secure Payment of Wages for labor performed in the Construction of Public Works," of which the following is a synopsis:

(1) Where a contractor for the construction of a public work, under contract with the Government, or any sub-contractor, makes default in the payment of the wages of his employees, (including teams), if the claim for such wages be filed in the office of the Department entering into the contract within two months after the same became due, and proof is furnished, the Minister may cause such claim to be paid to the extent of any moneys or securities at the time of the filing of the claim in the hands of the Government for securing the performance of the contract.

(2) A member of the Government may require the contractor or sub-contractor to file in his office on the fifteenth day of each month a list showing the names, rate of wages, amounts paid, and amounts due and unpaid for wages or labor in respect of the contract. Said list to be attested upon oath or statutory declaration.

(3) In case of default in forwarding such list, the contractor or sub-contractor shall incur a penalty not exceeding one hundred dollars and not less than ten dollars for every day during which default continues, to be determined by the Minister.

(4) Where any subsidy or bonus is granted by the Legislature in aid of the construction of any railway or other work, it shall

be deemed a condition of the grant that the Lieutenant-Governor-in-Council may detain so much of the money as may be thought proper to secure the payment of claims for wages.

(5) Every company hereafter incorporated under any general or special Act of the Legislature shall become liable for the payment of wages of all workmen and teams employed in the construction of the work by or for the company—whether the work be done through a contractor or sub-contractor, or otherwise.

(6) In case of default by the contractor of the payment of wages, a notice stating the name of the claimant, and the amount of wages claimed, shall be served upon the company not later than two months after such wages are payable. The notice may be served upon the president, vice-president, secretary, managing director, superintendent or engineer, or any recognized officer representing the company, or by leaving the same with any adult person at the office or domicile of any one of them.

(7) The Act applies to contracts heretofore entered into, and to subsidies or bonuses heretofore authorized by the Legislature as well as those hereafter entered into or authorized.

#### *Certain Agreements Declared Null and Void.*

"An Act for the better protection of certain classes of Workmen" (1896), provides among other things, that every agreement or bargain, verbal or written, expressed or implied, which has heretofore been made or entered into, or which may hereafter be made or entered into, on the part of any workman, servant, laborer, mechanic or other person employed in any kind of manual labor intended to be dealt with in "The Act respecting Master and Servant," "The Mechanics' Lien Act," "The Woodman's Lien for Wages Act," or any other Act heretofore passed providing remedies for the recovery of wages or otherwise by such employees, by which it is agreed that the said Acts, or any of them, shall not apply, or that the remedies provided for by any of the said Acts shall not be available for the benefit of any person entering into such agreement, is hereby declared to be null and void and of no effect as against any such workman, servant, laborer, mechanic or other person.

#### *Electric Railway Act.*

That workingmen may be protected in every line of work, it is provided in "The Electric Railway Act of 1896," that every

mechanic, laborer or other person who performs labor for wages upon the construction or maintenance of the railway or the works connected therewith, shall have upon the said railway and other property of the company a lien for such wages not exceeding the wages of thirty days or a balance equal to his wages for thirty days, and the said lien may be enforced in the manner provided for enforcing liens for wages by "The Mechanics' Lien Act" and the Acts amending the same.

*Act Respecting Bakeshops.*

"An Act respecting Bake Shops" (1896), was entirely new. It defined that the word "bakeshop" shall mean any building, premises, workshop, structure, room, or place wherein is carried on the manufacture for sale, of confectionery, or of bread, biscuits, cakes, or any other food product made from flour or from meal, or from both, in whole or in part, and the said bakeshop shall include also any room or rooms used for storing the confectionery, bread, cakes, biscuits, and other food products. After defining the words "inspector," "employer," and "week," the Act declares that all bakeshops to which this Act applies shall be constructed as to lighting, heating, ventilating, draining, in such a manner as not to be detrimental or injurious to the health of any person working therein, and shall also be kept at all times in a clean and sanitary condition, so as to secure the production and preservation of all the food products thereof in a good, wholesome condition; every bakeshop shall be provided with a proper wash-room, closet, and other conveniences necessary for the health and comfort of the persons employed therein; the wash-room, closet, and other conveniences to be separate from the bakeshop; and such wash-room, closet, and other conveniences shall be kept clean and in a sanitary condition; the sleeping place or places of the employees of every bakeshop shall be entirely separate from the bakeshop, and no person shall be allowed to sleep in such bakeshop; every bakeshop shall be provided with proper means and facilities of escape in case of fire, such means or facilities to be to the satisfaction of the Inspector empowered by this Act to inspect such bakeshops; no employer shall require, permit or suffer any employee in any bakeshop to work more than sixty hours in any one week, except by the permission of the Inspector, given in writing to the employer; and no employee shall knowingly require, permit or suffer any person to work in his bakeshop who is affected with consumption of

the lungs, or with scrofula, or with any venereal disease, or with any communicable skin disease; and every employer is thereby required to maintain himself and his employees in a clean and healthy condition while engaged in the manufacture, handling or sale of such food products.

*Acts of 1897.*

At no time within the preceding quarter century was labor legislation so comprehensive or so far-reaching as was the case in 1897, when no less than seven specific laws of this character were enacted. An Act of that year amending the Statute Law, amongst other things amended section 7 of the Railway Accidents Act, by providing that a railway servant shall not by reason of his continuing in the employment of the railway company with knowledge of the matter, default or negligence which caused his injury, be deemed to have voluntarily incurred the risk of the injury.

"An Act respecting Wages and the Estates of Deceased persons," (1897) comprised only two sections—the first being as follows: In the administration of the estate of a deceased person any person in the employment of the deceased at the time of his death, or within one month prior thereto, who shall be entitled to share in the distribution of the estate, shall be entitled to his salary or wages, not exceeding three months thereof, in priority to the claims of the ordinary or general creditors of the deceased, and such person shall be entitled to rank as an ordinary or general creditor of such deceased person for the residue, if any, of his claim.

"The Trades Disputes Amendment Act" (1897), in cases where parties fail to recommend a member of the council of arbitration, provides that, in case either employers or employees, or both, fail to recommend any person to represent them on either or both the Councils as provided for in this section, the Lieutenant-Governor-in-Council may appoint a person or persons to fill the vacancy or vacancies. It also provides in addition to previous provisions in that behalf that the mayor of any city or town upon being notified that a strike or lock-out is threatened or has actually occurred within the municipality, shall at once notify the Registrar thereof by writing, stating the name of the employer, the nature of the dispute, and the number of employees involved, as far as his information will enable him to do; and it shall be the duty of each of the Councils of Arbitration appointed under the said

Act, upon being notified or on being otherwise made aware that a strike or lock-out has occurred or is threatened, to place itself, as soon as practicable, in communication with the parties concerned and to endeavor by mediation to effect an amicable settlement, and if in the judgment of the Council it is deemed best to enquire into the cause or causes of the controversy it shall proceed as provided in this Act in the case of a reference. Section 18 of the Act of 1896 is amended by adding thereto—that any two members of the Council of Arbitration shall constitute a quorum for the transaction of business, and may hold meetings at any time and at any place within the Province of Ontario, and that the Council of Arbitration may order that an examination or investigation shall be held before any one member of the Council, but such member shall report upon such examination or investigation to the Council, and the decision of such member shall not be considered binding until approved by the Council or a majority thereof.

"An Act respecting Shops and Places other than Factories" (1897) is practically a consolidation and amendment, in some instances, of the Ontario Shops Regulation Act (1888), "An Act for the protection of persons employed in places of business other than Factories" (1892), "An Act for the Further Protection of Persons employed in Places of Business other than Factories" (1895), and "An Act Respecting Bake Shops" (1896). Some of the more important sections of the Acts just mentioned, amended by the Act of the Session of 1897, are as follows:—

The Act defines "shop" to mean any building or room where goods are handled, sold or manufactured, to which the Ontario Factories Act does not apply, and laundries not run by steam, water-power or electric-power; but shall not include any place where the only trade or business carried on is that of a tobacconist, news-agent, hotel, inn, tavern or premises where liquor is sold by retail.

The Act further provides that no person under ten years of age shall be employed in any shop, and that no child, young girl or woman shall be employed in or about a shop on any day of the week except Saturday, or the day next before a statutory holiday, before seven in the morning or after six in the evening; nor shall they be employed in a shop on Saturday or the day next before a statutory holiday before seven in the morning or after ten in the evening. Provided that such person may be employed on one day per week other than Saturday, or the day before a statutory holiday, until ten o'clock in the evening, but shall not

in such case be so employed on Saturday evening later than six o'clock. Every such person shall be allowed not less than one hour for a noon-day meal each day; and, when employed after six in the evening, not less than forty-five minutes for another evening meal.

The occupier of a shop in which females are employed shall provide a seat for every such female and permit of its use when she is not necessarily engaged; and any employer who prevents this by open or covert threat, rule or intention, or by any contrivance, shall be liable to a fine of not less than \$10 and not more than \$25 with costs; and in default, by imprisonment in the common gaol for not less than one month nor more than three months.

Any owner of premises who has control thereof, or right of access thereto, who lets or hires out, or contracts for work to be done therein by any other person, and such other person engages or employs therein any workman, child, young girl or woman for the performance of such work, they shall be considered as being in the service and employment of such owner, tenant or occupier.

A part of a shop is to be taken for the purposes of the Act as a separate shop.

An employer shall provide a suitable room in the shop for the purpose of a dining or eating room for the persons employed in the shop, where the Inspector so directs.

The shop is to be sufficiently ventilated, kept clean, and free from effluvia, is not to be overcrowded, and shall have in connection therewith a sufficient number of closets for the employees, which shall be kept clean and well ventilated.

Besides the present requirements as to fire escapes; in cases of shops over two storeys high, a wire or other rope for every window in the room shall be provided, if the Inspector shall so require; the rope to be not less than three-quarters of an inch in thickness, and of sufficient length to reach to the ground. Fastenings shall also be provided for the rope at each window, and the rope shall be kept in a coil in the room.

Regulations may be made by the Lieutenant-Governor for enforcing the Act, and Inspectors—male or female—may be appointed, as may be found necessary.

Informations are to be laid within two months after their committal, or within three months where the offence is punishable by imprisonment.

A conviction shall not be removed by certiorari or otherwise into a higher court, and all prosecutions may be brought or heard before any two of Her Majesty's justices of the peace.

Nothing in the Act shall apply to shops where the only persons employed therein are at home, or are members of the family dwelling therein, or to members of the employer's family dwelling in the house to which the shop is attached.

*Amendments of Bakeshop Act, 1897.*

Among other provisions are the following:—

Every bakeshop is to be provided with a proper wash-room, closet and other conveniences necessary for the health and comfort of the persons employed therein, which shall be separate from the bakeshop, and shall be kept clean and in a sanitary condition.

The sleeping places of the employees shall be entirely separate from the bakeshop, and no person shall be allowed to sleep in the bakeshop.

Facilities for escape in case of fire shall be provided.

No employee shall be required to work on Sunday, nor more than twelve hours in any one day, nor more than sixty hours in any one week, except by permission of the Inspector given in writing, which permission shall be posted up in a conspicuous place in the shop.

No person afflicted with consumption, scrofula, or certain other diseases, shall be permitted to work in the bakeshop, and the employers and employees shall keep themselves in a clean and healthy condition.

The words "bakeshop" shall mean any building or room wherein is carried on the manufacture or sale of confectionery, bread, biscuits, cakes, or any other food or product made from flour or meal; or for storing such goods.

The word "employer" shall mean any person who, in his own behalf, or for any other person has charge of any bakeshop, or employs any person or persons therein.

The word "week" shall mean the period between midnight on Saturday night and midnight on the succeeding Saturday night.

All bakeshops shall be lighted, heated, drained, etc., so as not to be detrimental or injurious to the health of the employees, and shall be kept in a clean and sanitary condition.

The provisions of the Act shall not conflict with the powers and duties of local Boards of Health, or officers appointed under 59 Vic., nor to any place of business within the operation of the Factories Act, 1889.

The Act shall not apply to any place of business within the operation of the Ontario Factories Act or the Ontario Factories Act of 1889.

*Immigration of Children.*

"An Act to regulate the Immigration into Ontario of certain classes of Children," 1897, is largely explained by its title. The following are some of its provisions:

"Child" means a person under eighteen years of age.

Definitions are given of the words "society," "agent," and "inspector."

The word "society" means any individual or association, incorporated or unincorporated, undertaking the care, reform or education of orphans, neglected or dependent children, or the bringing of such children into the Province, or placing them into foster homes, or as apprentices.

"Agent" means the superintendent or other officer of any such society.

"Inspector" means the superintendent of neglected children, appointed by the Lieutenant-Governor-in-Council.

It is further provided that every such society or agent, before acting, shall obtain authority to act from the Provincial Government; and that after such authority is given it shall be subject to the inspection and supervision of the Inspector.

The societies shall keep records in writing, showing the names of the children, and of the parents or guardians; also the date on which the child was brought into the Province, the age and date of birth of the child, the name and place of residence of the persons having custody of the child, the more important terms of the agreement of apprenticeship, and such other particulars as the Inspector may, with the approval of the Minister, from time to time require to be kept on record.

If a child, once apprenticed or placed out, is returned to the home, the true cause shall be ascertained; and information shall be given to any person afterwards taking the child, under a penalty of \$100.

Penalties of not less than \$10 and not more than \$100 are provided for persons bringing children other than their own children, or children over whom they act as guardians, into the Province without first obtaining the authority before mentioned.

No child shall be brought into the Province by any society, or by any other person than the parent or person standing *in loco parentis*, from any part of Great Britain or Ireland, unless before the child sails a certificate from an examiner has been obtained, stating that the child named in the certificate has not been convicted of any crime or misdemeanor, or displayed vicious or crim-

inal tendencies. One such certificate may include any number of children forming members of the same party.

Penalties are provided where a society or agent brings into the Province any child who, from defective intellect, or disease or physical infirmity, or any other defect, or who is of known vicious tendencies, or known to be a habitual criminal, or who has been reared or raised amongst habitual criminals, or any child whose parents have been habitual criminals, lunatics, idiots, or weak minded, or defective constitutionally, or confirmed paupers, or diseased.

Nothing in the Act shall affect the provisions respecting Master and Servant.

#### *Technical Schools.*

"An Act respecting Technical Schools, 1897." This Act, after defining how and upon what conditions Technical Schools may be established in Ontario, provides that the provisions of the *High School Act*, 1896, shall apply to Technical Schools, subject to any regulations of the Education Department with respect to the fees to be paid by pupils, the course of study, the qualifications of teachers, the use of text-books, and the equipments of the school. The conditions upon which money is voted by the Legislature for High Schools shall apply to all appropriations made to Technical Schools. It shall be lawful for the municipal corporations of any city or town by by-law to appropriate such sums of money as may be deemed expedient for the establishment of a Technical School for adults within the meaning of this Act. All the powers vested in the corporation by *The Municipal Act*, for the purchase or expropriation of lands, or for leasing, or repairing buildings, or for the erection of new buildings for the use of the municipality, shall be applicable to this Act. Towards the maintenance of such schools, there shall be paid annually, on the report of the Minister of Education, out of any moneys appropriated by the Legislature for that purpose, a sum not exceeding the amount payable for the maintenance of High School pupils under the regulations of the Education Department. The general management and control of the school for adults shall be vested in and exercised by a board of management to be appointed as provided in section 3 of *The Public Libraries Act*, 1895. In cities and towns in which a Public Library has been established under Part I., of said Act, Technical Schools for adults shall be under the management and control of the board of such library; provided always that any Technical School already established

under by-law of a municipality may be carried on under such by-law during the pleasure of the Municipal Council, subject to regulations of the Education Department.

*Administration in Favor of Labor.*

It is not only in legislation that the Government have safeguarded labor, but they have extended the principles of approved labor legislation into their administrative Acts. For instance, amongst others they have introduced the nine hour system and in some cases the eight hour system where mechanics and other skilled workmen are employed on works under the immediate direction of the Public Works Department at Toronto, and this extends also to laborers employed upon like works.

In letting the contract to the lowest tenderers for preparing, printing and binding the cash and account books to be used by Municipalities and School Boards under the new "Municipal Audit Act," they have required the contractors—

- (a) To perform all the work in Ontario.
- (b) To pay the highest or union wages for all work to be done under the contract.

Several years ago, Mr. A. W. Wright, a well-known Canadian Conservative, and the Commissioner appointed by the Conservative Government of Canada in 1895 to enquire into the existence or otherwise of the "sweating" system in the Dominion, while a member of the Executive Board of Knights of Labor of America, writing from Philadelphia, Pa., voluntarily, and evidently with pride, took occasion to say:—"While there is still a good "deal of Legislation which we labor cranks think should be "enacted, I am free to say that Ontario has not much to learn "from any State in the Union in this respect, and is immeasur- "ably in advance of most of them." How much more justifiable are these truthful remarks of Mr. Wright in the light of Ontario's Labor Legislation to date.

---

## ADMINISTRATION OF THE LICENSE LAW.

*Liquor Traffic*

The regulation of the liquor traffic was, in 1872, when the Mowat Government took office, a very subordinate appendage of the municipal system; as the result of a long series of changes, it has become a very important branch of the Provincial Administration. Each step in bringing about this change has been taken in response to the clearly expressed public opinion of the community, whether the demand was for more stringent legislation or for more effective enforcement of the prohibitory clauses of the license law. The great turning-point in the history of this question was the passage of the "Crooks Act" in 1876, and the most striking result of this law was an immediate reduction in the number of licenses issued throughout the Province.

The state of affairs existing prior to the adoption of the "Crooks Act" cannot be forgotten. The licenses were issued by Municipal Councils, and, therefore, to a large extent, owing to the influence exerted by the liquor interest at the elections, the licensees frequently controlled the majority of the councils, and practically issued their own licenses. The result was that an excessive number were issued throughout the Province. In 1874 the law which prevailed prior to Confederation allowing original packages from the manufacturer, containing not less than five gallons, or one dozen bottles of liquor, to be sold without a license, was amended, placing that class of trade upon the same basis as saloons and shops, necessitating a license, and also demanding conformity to the rules and regulations applicable to other branches of the liquor business.

The following table gives the number of each kind of license issued for the several years between 1874 and 1896 inclusive:

Year.	Tavern.	Shop.	sale.	Vessel.	Total.
1874-5.....	4,793	1,307	52	33	6,185
1875 6.....	4,459	1,257	73	24	5,818
1876-7.....	2,977	787	147	27	3,938
1879-80.....	3,199	757	72	22	4,020
1884-5.....	3,253	675	28	14	3,970
1885 6.....	2,574	505	24	9	3,132
1886 7 { Scott Act	1,567	367	28	12	1,974
1887 8 { period.	1,496	325	28	13	1,882
1888 9.....	2,066	336	26	17	2,485
1889-90.....	3,073	445	27	15	3,560
1890-1.....	3,071	428	24		3,523

Year.	Tavern.	Shop.	sale.	Vessel.	Total.
1891-2	2,990	403	21		3,414
1892-3	2,966	378	25		3,389
1893-4	2,888	357	31		3,276
1894-5	2,785	337	29		3,151
1895-6	2,779	327	26		3,132
1896-7	2,747	323	26		3,096

It will be seen from the foregoing table that in the year 1870, in which the "Crooks Act" was passed, the total number of licenses fell off 1,880—of tavern licenses, 1,482, and of shop licenses, 470. The average number of licenses for the two years before the "Crooks Act" came in force was 6,000 a year. In 1884-5, before the Scott Act was brought into operation, there were only 3,070 issued, thus showing a large reduction since the present Act came into force.

Incident to the repeal of the Scott Act, many counties in the Province came under the operation of the "Crooks Act" again in 1889-90, when 3,560 licenses were issued. It will be noticed that there has been a steady falling off in the number since then, so that now there are in force the smallest number in the history of the Province at any time when local prohibition has been in force in as few municipalities. It can, therefore, be fairly claimed that the Crooks Act, and the amendments thereto, have had the effect of reducing the number of licenses in the Province almost one-half.

The following is a comparative statement showing the number of licenses in the Province of Ontario in 1875, the year prior to the introduction of the "Crooks Act," and in 1895-6 and also a comparison in proportion to the population:

Year.	Whole.				
	Tavern.	Shop.	sale.	Vessel.	Total.
1875.....	4,450	1,257	78	24	5,418
1896.....	2,779	327	26	0	3,132
Proportion to the population 1875 .....	"	"	"	One to each 278	
1896 .....	"	"	"	"	700

In order to furnish a comparison between Ontario and different States of the American Union as to the number of liquor dealers in the latter, it is necessary to take the figures furnished by the United States Commissioner of Inland Revenue of the number of persons to whom were issued Federal Government permits in any stated year. A late return gives the number issued in proportion to the population in several States as follows:

Illinois.....	One to each	183	Massachusetts	One to each	386
Indiana.....	"	247	Quebec.....	"	635
Iowa.....	"	289	Ohio.....	"	103
Michigan.....	"	239	Toronto.....	"	1,203
Minnesota....	"	301	Montreal....	"	349
New York....	"	134	Ontario....	"	700

The position of the people of Ontario on the Temperance question under the License Act will be better appreciated by the careful perusal of these figures.

Number of Municipalities in the Province.....	812
*Number of Municipalities where no tavern licenses are issued.....	187
Or twenty-three per cent. of the Municipalities of the Province.	
Number of Municipalities in which only one and not more than two tavern licenses are issued.....	261
Or forty-four per cent. of the Municipalities of the Province.	
Number of Municipalities in which either no tavern licenses are issued, and not more than two, are issued.....	448
Or fifty-five per cent. of the Municipalities of the Province.	
Number of Municipalities without a shop license.....	673
Or eighty two per cent. of the Municipalities of the Province.	

However, comparing the present state of affairs, when we have a better class of houses, better accommodation and less number of licenses, a total separation of the grocery from the liquor shops, no vessel licenses, less drinking at the bar, prohibition of sales to minors, a general weeding out of undesirable persons and premises, a prohibition of sales by druggists without a doctor's or a Justice of the Peace's order, with that existing prior to the assumption of the authority to deal with the license system by the Mowat Administration, it can be claimed that great good of a permanent character has been accomplished under the present administration of this service.

This is evidenced by the great and steady diminution in drunkenness, so great as to be, in fact, a moral revolution. In 1889 there were 4,797 commitments to the county gaols for drunkenness. In 1896 the commitments for this offence were only 1,907. In 1876 there was in the Province one commitment for each 444 persons, in 1882 one for each 561, in 1892 one for each 772, and in 1896 one for each 1,148. In 1876, 1887 and 1888, the Scott Act was in operation in 25 out of 41 counties in the Province. The commitments for drunkenness in these years

\* The Dunkin Act or Local Option by-law is in force in seventeen of the Municipalities.

amounted to 12,186. In the past three years the commitments were only 6,148, or about one-half the number of the former years. The Statistical Year Book of Canada, for 1895, published by the late Conservative Government, under its chapter of "Social Statistics," presented a table giving the convictions for drunkenness in each Province from 1884 to 1894. Commenting upon this table the following statement is made: "Ranged according to position, with respect to sobriety, as tested by convictions, the Provinces stand thus: Ontario, Prince Edward Island, the Territories, Nova Scotia, Quebec, Manitoba, New Brunswick and British Columbia." Later statistics given in the Year Book for 1896 add emphasis to this statement. Ontario thus stands at the head of all the provinces in having a sober people. Not only does it surpass the other provinces in this respect, but in no other country does so good a record appear. The recent Royal Commission of the Dominion Government collected official statistics which show that during the years from 1888 to 1892, the State of Maine under prohibition had 2.3 convictions for drunkenness per thousand of its population, while Ontario for the same years had only 1.92 per thousand. Education and progressive legislation have brought about these results in Ontario. Education in temperance has been promoted by the compulsory teaching of that subject in the Public and Separate schools. By this means last year over 200,000 children of the Province were instructed as to the physiological effects of alcohol, and the importance of forming habits of temperance.

Legislation under the judicious and progressive policy of the Liberal Administration has, as will hereafter be shown, gone forward step by step, imposing such limitations on the liquor traffic as were in harmony with the steady advance of public opinion, so necessary to their efficient enforcement.

#### *Revenue from License.*

Equally noticeable with the falling off in the number of licenses issued under the Crooks Act, is the increase of revenue derived therefrom. One of the provisions of that Act was, that part of this revenue should go to the Province and the remainder to the municipalities, the former assuming, and the latter being relieved from, the sole responsibility of enforcing the law against illicit selling. The following table shows the amount of revenue accruing to the Province and to the municipalities respectively, from 1886 to 1896, inclusive:

	Municipal Revenue.	Provincial Revenue.
1886-7.....	\$153,716 59	\$216,455 78
1887-8.....	156,979 89	201,542 45
1888-9.....	190,297 79	232,511 56
1889-90.....	297,353 45	307,271 02
1890-1.....	294,968 26	308,200 17
1891-2.....	289,487 41	300,604 38
1892-3.....	289,976 74	297,644 47
1893-4.....	282,473 97	289,821 02
1894-5.....	272,101 31	277,478 99
1895-6.....	267,072 40	273,212 44
1896-7.....	263,330 48	270,906 00

The revenue obtained by the municipalities from the liquor traffic, under the Crooks Act, is not only much greater than was obtained before the enactment of that law, but much greater than they would have been receiving now had it not been enacted.

#### *The License Laws.*

Prior to Confederation the administration of the license laws was in the hands of the municipalities and remained so for some years afterwards. In 1869, the law regulating the sale of liquor was amended and consolidated, retaining this feature. In 1874 important amendments to the law were made, but the municipal councils were left in control of the granting of licenses. Many abuses arose in consequence, more especially the interference of the liquor interest in municipal elections. The demand for more stringent legislation, owing to the growth of temperance sentiment, resulted in a radical change of the system by the passage of the License Act of 1876, commonly known as the "Crooks Act." This measure, passed by the Liberal Government of that day in the face of strenuous opposition, was an important advance in the restrictions imposed on the traffic, and an efficient check on the flagrant abuses that had developed under the system of municipal licensing. Its leading features were as follows:

1. It put an absolute limit to the number of licenses that might be granted in any municipality.
2. It took the power of granting licenses away from the Municipal Councils and conferred it on Boards of Commissioners, appointed for cities and counties by the Lieutenant-Governor-in-Council.
3. It authorized each Municipal Council, by By-law, to still further limit the number of licenses to be granted.
4. It authorized the Board of Commissioners by resolution to do the same thing.
5. It authorized each Municipal Council to prescribe by By-law, conditions of obtaining a tavern license in addition to those specified in the license law itself.

6. It authorized each Council to limit the number of shop licenses, to require the holder of a shop license "to confine the business of his shop solely and exclusively to the keeping and selling of liquor," and to impose any restrictions upon the mode of carrying on such traffic as the Council may think fit."
7. It imposed a minimum fee for each of the three kinds of license—wholesale tavern and shop—but authorized each Council in the case of tavern and shop licenses to raise the amount absolutely to \$2.00, and to raise it conditionally as much higher as it pleased by By-law submitted to a vote of the electors.
8. It vested the appointment of the License Inspector for each district in the Lieutenant-Governor-in-Council and required both Inspectors and Commissioners to enforce the Dunkin Act wherever it had been adopted.
9. It required all taverns to be well appointed eating houses, and the law now applies with equal force to saloons.

By the Act of 1881 the machinery of the "Crooks Act" was made available for the enforcement of the "Scott Act," as it had formerly been for the enforcement of the "Dunkin Act."

By the Act of 1884 the following changes were made:

1. A considerable limitation of the number of saloon licenses.
2. Greater precautions against the establishment of a licensed house without notice to the people of the locality.
3. The introduction of the principle of "local option" by empowering the majority of the electors of a polling sub-division to forbid the granting of a new license in, or the transfer of an old license to, that sub-division.
4. Throwing open to the public the sittings of the Commissioners at which applications for licenses are discussed.
5. Compulsory separation of the liquor traffic from other traffic in licensed "shops" after 1888.
6. Prohibition of the colorable sale of liquors by "clubs" incorporated under the Act respecting benevolent and other societies, and also of colorable prescriptions or certificates by medical practitioners.
7. Authority given to Justices and Police Magistrates to forbid holders of liquor licenses to sell to a habitual drunkard for a year.
8. Authority given to relatives of a habitual drunkard to publish a similar prohibition.
9. Forbidding licenses on ferry boats.
10. A considerable increase in license fees.

By the Act of 1885, amongst other provisions, is one that an officer who breaks the law himself "for the purpose of detecting a known or suspected offender against the Liquor Law is free from conviction."

By the Act of 1886, a provincial inspector is provided, whose duty is personally to inspect each license district and the books

of each district inspector, and to conduct on oath inquiries into the conduct of the inspectors. Frequenting of bar-rooms during prohibited hours is strictly forbidden, and it is made an offence for "keepers" of bar-rooms to permit it.

#### *License Fees.*

Prior to 1876 the Statute fixed a sum to be paid to the Government for tavern, shop and vessel licenses, and the municipalities were empowered to receive the fee from a certain minimum amount, such increase to be paid wholly to the municipalities. In that year the "Crooks Act" was passed, throwing part of the work of administration on the Provincial Government.

The following table shows the amount of fees as fixed by the License Act of 1876, and the amount as fixed by the License Acts of 1884 and 1886, respectively :—

<i>Taverns and Shops—</i>	1876	1884	1886
Cities over 20,000 .....	\$100 00.....	\$160 00.....	\$250 00
Cities under 20,000 .....	100 00.....	160 00.....	200 00
Towns.....	80 00.....	100 00.....	150 00
Villages .....	60 00.....	80 00.....	120 00
Townships .....	60 00.....	72 00.....	90 00
<i>Saloons—</i>			
Cities .....	100 00.....	160 00.....	300 00
Towns.....	80 00.....	110 00.....	250 00
<i>Wholesale—</i>			
Cities over 20,000 .....	150 00.....	225 00.....	250 00
Towns and cities under 20,000.....	150 00.....	225 00.....	250 00
<i>Vessels—</i>			
Great Lakes.....	100 00.....	125 00.....	
"    "    wine and beer.....	50 00.....	62 00.....	
Inland Waters.....	60 00.....	85 00.....	
"    ".....	30 00.....	42 50.....	

*{ Sale prohibited by legislation of 1890.*

In 1889, a further amendment was made to the Liquor License Act, giving power to pass By-laws respecting licenses pending the result of any application for repeal of The Canada Temperance Act, which By-laws should come into force immediately on such repeal, if carried. This measure provided against an interval in which no license law should be in force. This Act also made the purchaser of liquor from a person not licensed to sell it, or any one who drinks it upon the premises when so purchased, guilty of offence under the law.

#### *Amendments During Session of 1896.*

In 1890 equally important advances were made in the direction

of imposing desirable restrictions and safeguards. By the Act entitled "An Act to Improve the Liquor License Laws," it is provided that all new applications for licenses must be accompanied by a *certificate signed by a majority of the electors* in the polling sub-division. In unorganized districts the certificate must be signed by at least eleven out of the twenty nearest householders.

This enactment positively conferred upon the people the powers of a "Local Option" Law in all cases of new applications, and presented a proof of the determination of the Government to keep abreast of public opinion by providing advanced legislation as promptly as the people may desire to use it.

In addition to more stringent regulations as to penalties, etc., the Act also,—

**PROHIBITED THE SALE** of intoxicating *liquor on vessels* navigating the lakes and rivers of the Province;

Increased the age of "minors" from "sixteen" to "eighteen," thus subjecting to a **PENALTY** those who *sell liquor to persons UNDER EIGHTEEN years of age.*

Provided a penalty when liquor is supplied to any person under twenty-one years, in respect to whom notice in writing has been given, prohibiting such licensed victualler to sell or supply liquor to the party in question;

And gave greater authority to search unlicensed premises and "dives," to seize liquor and arrest persons found on said premises.

#### *Local Option.*

Certain powers possessed by the municipal councils prior to Confederation were re-enacted in the following:—

"The council of every township, city, town and incorporated village may pass by-laws for prohibiting the sale by retail of spirituous, fermented, or other manufactured liquors, in any tavern, inn, or other house or place of public entertainment, and for prohibiting altogether the sale thereof in shops and places other than houses of public entertainment; Provided that the by-law, before the final passing thereof, has been duly approved of by the electors of the municipality in the manner provided by the sections in that behalf of *The Municipal Act*: Provided further that nothing in this section contained shall be construed into an exercise of jurisdiction by the Legislature of the Province of Ontario beyond the revival of provisions of law which were in force at the date of the passing of *The British North America Act*, and which the subsequent legislation of this Province purported to repeal."

#### *Amendments During Session of 1897.*

The Act of 1897 contained a number of very important provisions and marked another distinct advance in the steps taken toward limiting the

the Act  
t is pro-  
mpanied  
o polling  
must be  
holders.  
e powers  
ns, and  
ment to  
lislation

es, etc.,

s navi-

ghteen,"  
persons

n under  
as been  
y liquor

remises  
on said

prior to

age may  
nted, or  
place of  
in shops  
that the  
by the  
in that  
section  
Legisla-  
of law  
America  
rted to

ons and  
ing the

liquor traffic and minimizing the evils that arise therefrom. The principal amendments passed were as follows:

1. The ratio of population to each license was increased, so that for the first one thousand only three tavern licenses can be issued, instead of four, and above the first thousand, one license for each full 600 of population, instead of 400. A careful computation shows that this enactment will cut off 154 licenses, or more than are issued in the City of Toronto, and more also than are issued in the cities of Hamilton and Ottawa put together.

2. Maximum hours are fixed beyond which liquor cannot be legally sold, viz.: 10 o'clock in townships, villages and unorganized territory, and 11 o'clock in cities and towns. Heretofore, in 37 out of the 97 license districts in the Province, no hours for closing were fixed by the Boards of License Commissioners, this matter being wholly subject to their control. Under the above legislation in seven-eighths of the municipalities of the Province the hour for closing is 10 o'clock, and only one-eighth, which are the populous municipalities, are accorded the additional hours. It should also be remembered that by recent legislation "Standard" time was made the legal time, and this further reduced the time for closing from 15 to 30 minutes over much the greatest portion of the Province. The power to still further limit the hours of sale is left in the hands of Boards of Commissioners.

3. The sale of liquor to minors is prohibited, the age limit having been raised from 18 to 21 years. Between these years there were, as indicated by the last census, 135,000 persons, who are thus placed in the prohibited list, which now includes one-half the population of the Province.

License-holders are also prohibited from permitting minors to loiter on their premises.

4. Saloon licenses are abolished.

5. Hereafter licenses cannot be granted to premises within 300 yards of a church, school, university, or other public educational institution.

6. Provision is made for preventing the issue of licenses in a residential locality.

7. Druggists are prohibited from selling liquors except upon a medical certificate, and then not more than six ounces can be sold.

8. It is provided that after three several convictions, on different days, within a period of two years, for selling during prohibited hours, the license shall be revoked and the licensee disqualified from holding a license for three years thereafter.

#### *Unjust Criticisms Answered.*

No feature of the policy of the Liberal Government has been more closely or more unreasonably criticized by the professional Opposition than their Temperance legislation. Each measure introduced has been unsparingly and indiscriminately condemned, the assailants in the virulence of their onslaught entirely losing sight not merely of moderation but of political consistency. It is noteworthy that the same party who as opponents of Liberal rule in Ontario denounced as centralization the taking of the licensing power out of the hands of the municipalities, as supporters of the late Conservative Government of the Dominion endeavored to give the control of the liquor traffic to their political

friends at Ottawa. They strove to foist upon the people of the Province an elaborate and expensive law, covering the ground already occupied by provincial legislation, in order to provide official patronage for their own political friends. Unsuccessful in this attempt, they abandoned the principle embodied in that proposal, to go to the very opposite extreme in urging that the control of the traffic should be restored to the municipalities. The municipalities themselves, which may fairly be presumed to be the best judges as to their own interests, have never asked for it. Such a change would re-introduce into municipal elections and administration the active influence of the liquor dealers. Every question of municipal concern, instead of being decided upon its own merits, would be largely affected by the intrusion of an issue in no way relevant to general municipal matters. The old abuse of lax and uncertain enforcement of the restrictive provisions of the law by reason of the pressure of local influences—a danger that can only be guarded against by continual vigilance—would be certain to reappear. Experience has abundantly proved that it is better to entrust power in such a matter to the hands of one central provincial authority, having a general oversight and uniform administration, and directly responsible to the representatives of the people in the Legislature.

#### *The Crooks Act Endorsed.*

The friends of the temperance cause hailed with delight the withdrawal of the power from municipal corporations to issue liquor licenses, and the assumption of that authority by the Government. The following resolution adopted by the Methodist General Conference in 1882, voiced then, as it does now, the sentiment of the general public upon this question:

"Although we cannot accept as righteous absolutely any license law, yet, if we must tolerate some one as the tentative regulator of an evil till we can have it removed, we must regard the Crooks Act as the best instrument for this suppression the Province of Ontario ever had. We would emphatically deprecate any legislation that would impair its efficacy, and we would respectfully recommend our people, where this law obtains, to use their voice and franchise to prevent the control of this license system reverting to the municipalities, where the in' strious ward politician and the interested liquor dealer so largely manipulate the election."—*Resolution of the Methodist General Conference, Sept., 1882.*

#### *Policy of the Opposition.*

The policy of the Opposition has been particularly variable on the temperance question. A glance at the following resolutions

offered by them at different periods will reveal their vacillation on this subject, and will confirm the opinion that the steady, liberal and progressive policy of the Government is the only one which can safely be followed in this important matter in the interests of the people.

#### *Policy in 1876.*

During the discussion of the licensing law of 1876, on the 7th February, contesting the proposal of the Government to reduce the number of licenses issued at once, Mr. Meredith moved, seconded by Mr. Scott:

That the Bill be not now read a third time, but that it be forthwith referred to a Committee of the whole House, with instructions to amend the same, so far as to provide that the provisions therein contained, for limiting the number of tavern licenses to be granted, shall not come into force until the first day of March, A.D. 1877.

The date so named was a year later than that on which the Government proposed to bring the limiting provision into force; and Mr. Meredith's motion was lost on a division.

Mr. Lauder then moved in amendment, seconded by the Hon. Mr. McDougall:—

That the Bill be not now read a third time, but that it be referred to a Committee of the whole House, with instructions to amend the same so as to provide that in cities and towns separated from counties, for Municipal purposes, the Mayor, and, in other places, the Warden of the County shall be one of the three License Commissioners referred to in section one of the Bill.

This would have had the effect of leaving the licensing business as a vicious influence in municipal affairs to a partial extent, at least. The resolution was lost.—Yea, 31; Nays, 49.

#### *Policy in 1877.*

In the discussion of the Bill amending the Licensing Act, on February 16th, 1877, Mr. Harkin moved, seconded by Mr. Preston, in amendment:—

That the Bill be not now read a third time, but be recommitted to a Committee of the whole House, with instructions so to amend the Bill as to enable the Council of every municipality to appoint its own Inspector or Inspectors; to determine his or their remuneration; to decide to whom licences shall be granted in their respective municipalities, having regard to the limitations imposed by the Act 39 Vict. chap. 26; and to dispense with the services of the Commissioners and Inspectors now appointed under said Act by His Honor in Council.

This amendment being defeated, Mr. Creighton then moved, seconded by Mr. Barr:—

That all the words after "Municipality" be struck out, and the following inserted in lieu thereof:—"To decide to whom licenses shall be granted in their respective municipalities, having regard to the limitations imposed by the Act 39 Vict., Chap. 26."

The resolution or amendment then proposed read as follows:—

That the Bill be not now read a third time, but be re-committed to a Committee of the whole House, with instructions so to amend the Bill as to enable the Council of every municipality to decide to whom licenses shall be granted in their respective municipalities, having regard to the limitations imposed by Act 39 Vic., Chap. 26. It was declared lost on a vote of yeas 9, nays 60.

#### *Policy in 1882.*

That they are and have been in favor of the vicious expedient of returning to the municipalities this source of danger and trouble, however, was again made manifest from the position taken at their Convention in Toronto, on September 14th, 1882. At the Convention referred to, it was unanimously resolved to be

"The opinion of this Convention that without interfering with the laws regulating the liquor traffic, and limiting the number of licenses that may be issued, the power of issuing licenses and the fees derived therefrom, should be restored to the municipalities."

In speaking to this resolution Mr. Meredith said that

"He was prepared to say that the present Opposition, if it took office, would be prepared to wipe away the partisan commissioners. (Cheers.) He was prepared to restore to the people of the Province the rights they formerly exercised. (Cheers.) He was prepared to give back to the municipal bodies the rights they formerly enjoyed." (Cheers).—[From report in *Mail*.]

#### *Policy in 1883.*

This policy was further pursued in a resolution in amendment to order for Committee of Supply, 24th January, 1883, when it was moved by Mr. Meredith, seconded by Hon. Mr. Morris:—

That all the words in the motion after "That" be struck out, and the following substituted therefor:—"This House, while recognizing the necessity of maintaining the other provisions of the existing liquor license law, and strictly enforcing them, is of opinion that it is not in the public interest or calculated to promote the cause of temperance to continue the mode of appointing Boards of License Commissioners, and License Inspectors now in force, and is further of opinion that these Boards should, in order to remove them as far as possible from the influences of political partisanship, be appointed in counties by the county councils, and in cities and towns separate from counties by the councils thereof, and that the power of appointing one or more License Inspectors in each license district should be vested in the Board, and this House regrets that legislation providing for this change in the law, and for handing over to the Municipalities the whole of the licens

following  
anted in  
osed by  
  
OWS :—  
a Com-  
ill as to  
whom  
ving re-  
declared  
  
edient  
d trou-  
aken at  
At the  
  
the laws  
may be  
, should  
  
k office,  
rs.) He  
former-  
unicipal  
n report  
  
dment  
hen it  
:  
  
the fol-  
ecessity  
aw, and  
erest or  
e of ap-  
now in  
remove  
be ap-  
parate  
ointing  
sted in  
chang  
licens

fee, except a sum sufficient to pay the expenses of the License Branch of the Department of the Provincial Secretary, has not been proposed for its consideration by the advisers of His Honor the Lieutenant-Governor."—Lost.—Yea, 26; Nays, 49.

#### *Policy in 1890.*

The policy of the Opposition was again re-constructed by the submission of the following resolution during the session of 1890 as an amendment to the Hon. Mr. Gibson's measure:—

"That the Bill be not now read a third time, but be referred back to a Committee of the Whole House, and so amended as to provide that the license commissioners hereafter be appointed in counties by County Councils, and in cities and towns elected by the municipal electors of such cities and towns."

#### *Policy in 1896.*

After allowing the question to lie dormant for several years' in 1896, Mr. Marter, then leader of the Opposition, seconded by Mr. Whitney, the present leader, moved a resolution which concluded as follows:

"That this House is of opinion that it is essential to the honest non-partisan and faithful execution of the liquor license laws that the present mode of appointing Boards of Commissioners should be abrogated, and that in future the Boards of Commissioners in Counties should consist of the County Judge, the Warden of the County, and one appointed by the Government and in Cities and Towns not connected with the County Municipally, the County Judge, Mayor, and one appointed by the Government."

It will be noticed that the policy of the Opposition on this subject has varied on each occasion when they brought the matter forward. In 1890, they proposed that the appointments should be made by County Councils in the counties, and in cities and towns Commissioners should be elected by the direct votes of the electors. In 1883 they asked that Municipal Councils alone should elect Commissioners. In every instance they have demanded that not only the appointment of Commissioners but also that of Inspectors, and the issuing of licenses, should be connected with municipal matters, a system previously discarded as wholly pernicious.

Respecting the latest proposal, it may be said that heretofore the appointment of County Judges as Commissioners has been found impracticable and inexpedient. Under the provisions of the License Act they are constantly called upon to hear appeals and determine cases. It is also their duty under the law to hear complaints when the legality of the issue of licenses is called in question, and if the evidence warrants, revoke the action of the

Commissioners in granting the license, and punish them or the Inspector for any illegality committed. Under the law Commissioners who are magistrates are prohibited from adjudicating upon cases.

#### *Policy in 1897.*

The entire absence of anything like an Opposition policy on the license question under the leadership of Mr. Whitney is indicated by the following extracts from a speech by that gentleman, delivered in the Legislature during the debate on the second reading of the Liquor License Bill, on March 30th, 1897. Mr. Marter, who had spoken previously, had been questioned as to the views of his party on the subject, and the Opposition leader, in the course of his speech, dealt with the matter at some length:

"He wondered at the question that came from the Government benches, which asked why did not the member for North Toronto declare what he would do. In a humorous manner he characterized the muddle that the Government had got into as a peculiar bog, in which the Government were rapidly becoming embedded. He declared that they were calling upon the Opposition to come over and help them out. . . . It was not the purpose of the Opposition to compound a policy for the Government. In the past they had always aided them and helped them out of many serious positions, but that was at an end, and the Government need not in the future look to the Opposition to rectify mistakes for them. . . . The entire question has developed into a triangular affair, the solution of which is apparently a very difficult matter. Because it was difficult it was no reason why the Opposition should step in and untangle the matter, and, furthermore, they did not intend to do so. The Government said the Opposition ought to suggest something. They were in a minority, but if honorable gentlemen wished them to change places with them in advance of time they would cheerfully respond. They (the Opposition) had nothing to do with the matter."—(*Mail and Empire* report).

This pitiable confession of weakness and incapacity has been substantially repeated many times by Mr. Whitney in the course of his later platform deliverances. After having boxed the compass and tried every imaginable proposal for a change from the extreme of centralizing the license administration in Ottawa to the opposite expedient of the restoration of municipal control, and seeing them in turn rejected by the country, the Opposition take refuge in a non-committal attitude and proclaim that they have no policy—"nothing to do with the matter." It is of a piece with their course throughout. They object and carp at petty details, and criticize this and that feature of administration, but have no definite, clearly-cut programme of their own to substitute, nothing but casual, makeshift declarations thrown out

from time to time, in the hope of catching the current of approval from any quarter, and abandoned with the same facility so soon as they fail of their purpose.

*Canada Temperance Act.*

In 1887 complaints were made of the want of machinery for the enforcement of The Canada Temperance Act, commonly known as the "Scott Act," in the counties in which it had been adopted. Though this was a Dominion law, and should have been enforced by the Federal authorities, yet for the sake of the interests involved, the Government of this Province passed an Act for the appointment of special Police Magistrates in all such counties.

The Government were asked if they would appoint Police Magistrates for the purposes of the Scott Act, in cases in which the County Councils requested it. To this they agreed. It was discovered after the subsequent election, however, that only two County Councils had taken advantage of this arrangement, and asked for the appointment of Magistrates. The Government, complying with the request of the friends of the Scott Act, obtained from the Legislature authority for the purpose of securing a better observance of the law.

Legislation was also passed, providing for the payment of a share of the expenses of license districts in such counties by the County Council, and applying to the cases of such counties, as to such license districts, the provisions of the Liquor License Act and its amendments.

This was followed, in 1888, by a measure amending the Liquor License Act, by providing for the appointment of License Commissioners in counties where the Scott Act was in force, and for the payment of expenses for enforcing the Liquor License Act in such districts or parts of districts; also for the disposal of the license fund which might accrue in any such district.

It should be noted, that *in no Province of the Dominion was the responsibility of enforcing the Scott Act assumed by a Provincial Government, except in this Province*, and that responsibility was assumed by the Liberal Administration, notwithstanding the refusal of the Dominion Parliament to provide the necessary legislation to secure its observance.

During the 1890 session, Mr. Meredith attempted to make a point against the Government, because in two polling divisions, out of all the counties in which the Canada Temperance Act had been repealed, complaint had been made that some licenses

had been granted by Commissioners, contrary to the wishes of the people. On enquiry into the cases in question, it was found that there were no legal petitions against the granting of the licenses signed by the majority of the electors. All attempts to make capital against the Government, in connection with the administration of the License Law, proved abortive. Members of the Opposition who had any criticisms to make, in almost every case complained of alleged irregularities in parts of the Province, remote from their own constituencies and generally on hearsay or newspaper information. Such complaints were in every case effectually disposed of by the Government.

Commissioners and Inspectors, appointed under the License Act, who were not in sympathy with the Scott Act, were rep'aced by those who were, in order to provide that the provisions of the prohibition law should be enforced, and these officers were specially charged with the enforcement of the Act. A prominent and trusted temperance advocate, the late Rev. Mr. Manning, who had some local experience in connection with the enforcement of the License Act, was also appointed and placed in the Head Office, specially charged with the duty of supervising the work of the Inspectors, and seeing that the provisions of the Scott Act were enforced. The death of Mr. Manning having rendered vacant the position he had occupied with such satisfaction to the Temperance community, the Government in the desire that his successor should be acceptable to those whose interests the late incumbent specially represented, appointed to the vacancy Mr. J. K. Stewart, of Ottawa, whose reputation as a leading Temperance advocate was provincial in its character.

---

**ATTORNEY-GENERAL'S DEPARTMENT.**

This was presided over by Sir Oliver Mowat for over twenty-three years without interruption until his retirement in 1896, when he was succeeded by the Hon. A. S. Hardy. Upon the Attorney-General devolved the duty of prosecuting the claim of the Province to the disputed territory west and north, about half the Province, and to the land, timber and minerals which it comprises. The struggle over the Boundary Question, which is fully described on succeeding pages, was made by Sir John Macdonald an expensive one for the Province, and an onerous one for the Attorney-General. Apart from the special duties devolving upon him as Premier, the work of the Attorney-General is arduous and continuous. The following account of the Department will make this clear:

*Law Reform.*

This department of Legislation is under the personal direction and supervision of the Attorney-General of the Province, and that responsible office was continuously filled by Sir Oliver Mowat during the years from 1872 to 1896. For originating and carrying out legal reforms Sir Oliver Mowat was pre-eminently fitted, not merely by great natural ability and an unusually long and varied professional and parliamentary experience, but still more by a judicial cast of mind and a rare combination of progressiveness and caution. For seven years before assuming the Attorney-General's portfolio, he occupied the position of Vice-Chancellor in the Court of Chancery, and after he entered on the office of Attorney-General he was, by the discharge of his duties, made increasingly familiar with the whole machinery of the administration of justice, criminal as well as civil.

The extent, importance and beneficial character of the reforms that were effected in the law during this period can be fully appreciated only by a careful student of the whole Statute Law of the Province since 1872. He had laborious and extra duties caused by the necessity of defending Ontario against attacks made upon her territorial and legislative rights by the Government of Sir John Macdonald. For a period of ten or twelve years unjust and unwarranted encroachments on Provincial rights had to be resisted in the liquor license case, the rivers and streams case, the escheats case, the disputed territory timber case, and, above all, the boundary case.

The attacks made on Provincial Rights were successfully repelled. Not a single case was lost. Many changes in the public laws have been already noticed—those, for instance, effected by the Mechanics and Wage-Earners' Lien Act, the Woodman's Lien for Wages Act, the Master and Servants Act 1896, the Act to Secure Payment of Wages for Labor Performed in the Construction of Public Works, the Traders Disputes Act 1894, the Act conferring the municipal franchise on women, the Acts modifying the parliamentary and municipal law, the Factory Acts, the Acts affecting the status of the laboring classes, the Acts regulating the traffic in alcoholic liquors, etc.

#### *Administration of Justice.*

The constitution and conduct of the Courts is not made a ground of complaint. This fact, with an Opposition anxious to discover any points of defect in legislation or administration, certainly suggests the perfection of the service. The grand improvements which have led to this satisfactory state of things have nearly all been made since the present Government assumed office. The tendency has been in the direction of greater simplicity and less expense. The Division Courts Act and its amendments have had a most beneficial effect in enlarging the powers of that Court, in correcting its imperfections, and in wisely regulating its proceedings. The County and Superior Courts have also been vastly improved. The "Administration of Justice Acts" of 1873 and 1874 introduced the reforms which were destined to find their completion in the Judicature Acts of 1881 and 1895. The two great principles of these Acts were consolidation and simplification, and with the other legislation referred to it completed the judicial fabric of this Province—the enlarged powers of the Division Courts relieving the County Courts, and the enlarged powers of the County Courts relieving the Superior Courts; while the former various modes of procedure of the Superior Courts were unified and consolidated, the Courts of Common Law and Equity were made auxiliary to each other—the old distinctions being abolished, and the jurisdiction of all branches of the Court being made concurrent. The assiduity with which the operations of the improved system is watched is visible in the amendments which are promptly introduced as often as called for; and to-day we have laws regulating procedure, real property, domestic relations, evidence before the courts, creditors and insolvent debtors, trial by jury, insurance, and a vast number of other subjects, which are second to those of no other country in the world.

*Revision of the Statutes.*

In the work of Revision, also, the greatest possible industry has been displayed. This has had the effect of eliminating the repealed legislation, and of consolidating and arranging, under a most excellent system of classification, that which remains in force. The first Revision was completed in 1877, the code being published in two volumes under the title of Revised Statutes of Ontario. A subsequent revision brought the work down to 1887—and a new revision now almost completed will bring the work down to the present time.

*Administrative Duties.*

To this Department belongs the supervision of the administration of justice throughout the Province, including the investigation of complaints made in respect to the conduct of magistrates, the prosecution of criminals both for offences committed against the laws of the Dominion and for those against the statutes of the Province. These prosecutions at the Assizes are conducted by counsel appointed by the Attorney-General, and at the General Sessions and County Judges' Criminal Courts by the County Attorneys; but cases are constantly arising upon which the advice and direction of the Department is required, while in many offences of a serious character the evidence has to be obtained through officers directly instructed by this Department. In connection with criminal prosecutions arise applications for bail, which in all cases *may* be made to the judges at Toronto, and in many serious cases *must* be so made; also applications to be relieved from forfeiture of bail. This Department has a great deal to do with both, especially the latter. These can be favorably entertained only where the circumstances are of a very exceptional nature, and careful enquiry into the facts upon which it is claimed relief should be granted is always made. It advises as to proceedings before Justices of the Peace and other inferior magistrates, for, notwithstanding the forms provided for ordinary cases, the applications made to discharge prisoners on *Habeas Corpus*, or to quash convictions on account of irregularities, or insufficiency in the proceedings before these officers, are very numerous. In many of these, this Department finds it necessary to make enquiry and to intervene. Cases of difficulty are also from time to time reserved by Judges at the Assize and other Criminal Courts for the opinion of the Judges of the High Court, sitting together at

Toronto; and these are, wherever practicable, argued by the officers of this Department. To the Attorney-General also belongs the consideration of applications for leave to appeal under the Criminal Code, for leave to file informations in his name in connection with supposed invasions of public right, for entries of *nolle prosequi*, and for the admission of criminals as Queen's evidence, etc., etc. It is his duty also to make appointments to all offices connected with the administration of justice, such as Justices of the Peace, Police and Stipendiary Magistrates, Coroners, County Attorneys, and the officers of the various courts in the different counties. The following matters are also dealt with by this Department: Administration of Estates of Intestates who have no heirs, or next of kin; Consideration of cases of Escheat and Forfeiture; Remission of Fines and Penalties.

#### *Advisory Duties.*

It is the duty of this Department to advise the officers of the other Departments of the Government upon the numerous legal questions which constantly arise in connection with the varied matters coming before them; and advice is constantly required by County Attorneys, Crown Counsel, Coroners, and all others employed in the administration of justice.

It is also the office of the Attorney-General's Department to see that all Statutes and Orders-in-Council are drawn up in proper form, and that the public interests, as well as the rights of individuals, are carefully guarded. This is all the more necessary in the case of Statutes, since there is only one legislative chamber. The manner in which the work of supervision has been carried out is the best possible proof that, with an experienced and watchful Premier and a competent and careful Attorney-General, there is not the slightest need for a second one.

In connection with this description of the administration of the Attorney-General's Department is the extra work entailed by the Appeal Cases, in which it was necessary to stand up for the rights of this Province against the attempted encroachments upon those rights by the late Dominion Government's political friends of the present Opposition. The Boundary Question was the most protracted and important of these; but on account of the length of its description it may be convenient to consider others first.

*1. The Insurance Case.*

An Act was passed in 1876 "to secure uniform conditions in policies of fire insurance." It enacts a number of conditions, which were prepared under the supervision of the Superior Court Judges of the Province, and which are to be read into and form part of every fire insurance policy issued by every company doing business in Ontario. Variations from these conditions are allowed, but they must be conspicuously printed in the policy, and they must be such as a Court or Judge, trying a disputed case, will hold to be "just and reasonable." The right of the Ontario Legislature to impose such conditions on insurance companies operating under charters not granted under Provincial authority was contested in the well-known cases of *Parsons v. The Citizens Insurance Company*, and *Parsons v. the Queen Insurance Company*, and the question of jurisdiction was finally decided by the Privy Council in favor of the Statute. The judgment in these cases, in 1881, is one of the most important ever delivered in support of Provincial Legislative rights.

The following is the memorandum on the subject:—

"An Act of the Province of Ontario to secure uniform conditions of policies of fire insurance was held to be within the power of a Provincial Legislature over Property and Civil Rights. Such an Act, so far as relates to insurance on Property within the Province, may bind all fire insurance companies, whether incorporated by Imperial, Dominion, Provincial, Colonial, or foreign authority."

*2. The Escheats Case.*

The estate of the late Andrew Mercer having escheated to the Crown for want of heirs, the property, which had been largely expended by the Ontario Government for the erection of "The Andrew Mercer Reformatory for Women," was claimed for the Dominion Government. The Ontario Government stoutly contested this claim on the part of the Province. The case was carried to the Privy Council, and that tribunal decided that escheated lands belonged to the Province, under section 109 of the British North America Act. The question as to escheated personal property has not yet been finally decided.

*3. The Rivers and Streams Case.*

The principle involved in the suit between McLaren and Caldwell was the right of a riparian owner to obstruct the passage of

timber down a "floatable" stream. McLaren asserted this right over parts of the Mississippi River, and Caldwell denied it. The Ontario Legislature, with a view of settling the dispute in the public interest and without prejudice to either party, passed the Rivers and Streams Act of 1881. This was three times disallowed by the Dominion Government, and as often re-enacted by the Ontario Legislature. After the last enactment, in 1884, it was allowed to become law, the Privy Council having meantime decided that McLaren's claim could not be sustained.

The disallowance of this statute, which was not claimed to be beyond the competence of the Ontario Legislature, was an unwarrantable exercise of a dangerous power for the benefit of a political favorite of the Dominion Government, and a complete violation of the conditions laid down by Sir John A. Macdonald himself for the exercise of the power of disallowance.

#### *4. The Liquor License Case.*

The right to control the traffic in alcoholic liquors by means of license laws was exercised by the various Provincial Legislatures without interference, from 1867 to 1883. In the latter year the Dominion Parliament, on the strength of an inference from the judgment of the Privy Council affirming the validity of the "Scott Act," passed the license law known as the "McCarthy Act." This had the effect of throwing the liquor traffic in the Provinces into utter confusion and greatly increasing the number of drinking-places licensed to sell. The evil caused by this invasion of Provincial jurisdiction was remedied by two judicial decisions, (1) the judgment of the Privy Council in *Hodge vs. The Queen*, affirming the validity of the Crooks Act, and (2) the subsequent judgment of the Supreme Court, and then of the Privy Council, declaring the McCarthy Act unconstitutional and void.

#### *5. The Case Respecting Assignments and Preferences by Insolvents.*

In default of any Insolvent Act, the Ontario Legislature made provision as to assignments and preferences by insolvents. The right of the Legislature over this subject having been contested, a case was referred to the Court of Appeal, which decided against the Province, but on appeal to the Privy Council this decision was reversed and the Provincial legislation declared valid.

*6. The Indian Annuities Case.*

By treaties in 1850, the cession of certain lands within the limits of Ontario was obtained from the Objibway Indians in return for a cash payment and a perpetual annuity. It was agreed that, under certain circumstances, the annuity should be increased, and a claim was advanced by the Dominion Government on behalf of the Indians against Ontario, for a sum amounting to nearly \$500,000. This claim was allowed by the arbitrators appointed to settle the accounts, but on appeal to the Supreme Court the decision of the arbitrators was reversed. On a further appeal to the Privy Council, the judgment of the Supreme Court was sustained.

*7. Boundary Case.*

For a term of no less than six years, prior to the setting aside of their pretensions by the judgment of the Privy Council, the Dominion Government were engaged in a persistent attempt to deprive Ontario of her awarded title to a large expanse of territory in the northern and western parts of the Province, and also of her title to the land, the timber, and the minerals comprised within the disputed area. The controversy as to the location of the northerly and westerly boundaries of this Province began in 1871, and was settled by arbitration in 1878, and had the decision of the arbitrators been acted upon by the Dominion Government, all the subsequent trouble, irritation and expense would have been saved.

It is a matter of some little interest to consider what would have become of our territory if the friends of our Ontario Opposition had obtained possession. The question needs not go long unanswered. It is evident that the Dominion Government have, from 1878 down, regarded the Disputed Territory as a preserve to be made a means of rewarding its jobbers and partisans. The following is a list of the principal Tory M.P.'s, M.P.P.'s, wire-pullers, manipulators and managers, among whom the timber limits of this territory were largely parcelled out by the Dominion Government after the award of the Privy Council declaring the territory to belong to Ontario, with the dates of the Orders-in-Council granting the limits, the number on the plan, and the quantities granted. It will be seen that they considered it a true Tory policy, in such a case, to make the most of their time:—

No. of Phan.	Square Miles.	Date of Order-in-Council authorizing license.	Names of Grantees as per Order-in-Council.		REMARKS.
			Order-in-Council	Names of Grantees as per Order-in-Council.	
486...	50	21 May, 1884	G. W. Monk	Tory Member for Local Legislature for Carleton.	
293...	50	29 Aug., 1883	N. Robillard	Tory Member for Local Legislature for Russell.	
440...	50	30 April, 1884	Wm. Broder, Morrisburg	Brother of A. Broder, Tory M.P.P. for Dundas.	
331...	50	19 Dec., 1883	H. Monplaisir	Tory M.P.P., Quebec.	
332...	50	21 Dec., 1883	John Bain	Lawyer, Tory Candidate for East York, 1883.	
333...	50	21 Dec., 1883	N. F. Patterson, Port Perry	Late Tory Candidate for North Ontario.	
331...	50	21 Dec., 1883	Bain & Patterson	Same parties as above, united.	
514...	33	9 Oct., 1884	W. H. Plummer, Sault Ste. Marie	Tory Candidate in Muskoka Campaign of 1883.	
345...	50	6 Dec., 1883	T. G. Blackstock, Toronto	Lawyer, Brother of G. T. Blackstock, Tory Candidate in Lennox.	
280...	50	11 Aug., 1883	C. C. Small, Toronto	Brother of John Small, M.P. for Toronto.	
283...	50	11 Aug., 1883	Frank Arnoldi, Toronto	Lawyer, Brother-in-Law of Faquier, Tory Candidate in Celebrated	
276...	50	11 Aug., 1883	J. S. Atkins	Muskoka Campaign of 1883.	
277...	50	11 Aug., 1883	David Blain, Toronto	Son of Governor Aikins of Manitoba.	
349...	50	6 Dec., 1883	David Tisdale, Simcoe	Reform bolter, and now 'Ivy wire-puller.	
273...	50	11 Aug., 1883	Henry O'Brien, Toronto	Ex-Tory Candidate, North Norfolk, and of coon-skin notoriety in	
287...	50	11 Aug., 1883	L. R. O'Brien, Toronto	South Norfolk.	
337...	50	21 Dec., 1883	John Shields, Toronto	Brother of O'Brien, M.P. for Muskoka.	
316...	50	29 Nov., 1883	J. J. Macdonald, Rat Portage	do.	
322...	50	29 Nov., 1883	Wm. Shields, Toronto	Partner of John Shields.	
271...	50	11 Aug., 1883	John Ginty, Toronto	Brother of John Shields.	
282...	50	11 Aug., 1883	H. Quetton St. George, Toronto	Late Partner of John Shields.	
342...	50	29 Nov., 1883	H. H. Bailey, Quebec	Liquor Dealer.	
303...	361	1 Nov., 1883	F. T. Brimer, Rat Portage	Nephew of Hon. J. H. Pope.	
605...	43	9 Oct., 1884	F. T. Brimer, Rat Portage	Partner of Bailey.	
363...	60	5 Feb., 1883	H. Bulmer, Jr., Montreal	do.	
314...	50	1 Dec., 1883	James McKnight, Ottawa	Formerly Tory Candidate, North Norfolk.	
329...	50	1 Dec., 1883	Aaron Squires	Tory Candidate and wife-puller.	
317...	50	29 Nov., 1883	R. T. Sutton, Hamilton	Tory hanger-on.	
347...	50	6 Dec., 1883	John H. Beatty, Toronto	Chief Tory manipulator at Port Arthur.	
373...	33	18 Feb., 1884	Thomas Marks, Port Arthur	The man who possessed himself of the telegram of the Prov. Gov. at Rat Portage and Bracebridge in 1883 and brother-in-law of Roddy Pringle.	
472...	50	15 May, 1884	H. M. Stanton, Rat Portage	Assistant Postmaster, who aided in the telegram business.	
471...	50	15 May, 1884	Joseph Foster, Rat Portage		

and eighty others, including such prominent Tories as: Smith and Muir, Hamilton, St. Catharines Lumber Co., James Isbister, H. J. Scott, T. W. Currier, W. B. Scarth, Hiram Robinson, A. J. Jackson, James Murray, St. Catharines, A. J. Parsons, Rat Portage, McCaul and McDougall, McArthur and Boyle, Winnipeg, Bankers, etc. There are not half-a-dozen Reformers among the whole lot. All of these gentlemen, unless where otherwise indicated, received fifty square miles, or 32,000 acres each, without competition, or bonus. Well was it for Ontario that there was a Liberal Government and a Privy Council. If it had not been so, these Tories, with the help of their great manipulator at Ottawa, and with the approving smiles of their friends of the Ontario Opposition, would soon have got away with our north-western territory, and expected us to reward them with office for so relieving us.

The expense necessarily incurred by the Province in thus defending its rights has been very great. But it has resulted in the establishment of the principle of Provincial autonomy and right, and, so far as this Government is concerned, is money well expended. The responsibility for much of the outlay rests with the Opposition, who might have checked their Ottawa friends if they had been true to their province. When they were willing to see our funds go to the amount of \$100,000 in the Boundary Contest, and the subsequent suit of the St. Catharines Milling Company, what would they have done with the territory if their friends had got it, and how would they spend our money and rule the country if they got into power.

The man who possessed himself of the telegram on the 1st of May, 1884, and brother-in-law of Roddy Pringle.  
Portage and Bracebridge in 1883 and  
Assistant Postmaster, who aided in the telegram business.

472.	50	15 May, 1884 . . .	H. M. Stanton, Rat Portage . . .
471.	60	15 May, 1884 . . .	Joseph Foote, Rat Portage . . .

### DEPARTMENT OF CROWN LANDS.

The management of the Crown Lands, timber, minerals, and colonization roads was in the hands of the late Hon. T. B. Pardee continuously till his retirement on account of declining health in 1888. At the close of his long and highly successful management, the Hon. A. S. Hardy took charge of the department and continued as Commissioner until 1896, when he was succeeded by the Hon. J. M. Gibson.

This Department has been, probably more than any other, the subject of criticism and of Parliamentary investigation. Session after session the time of the Public Accounts Committee has been taken up with the examination of officers of the inside and outside service, and of merchants who furnish colonization road supplies, in the hope that some corrupt practice might be unearthed, or some improper expenditure of public money established. All such efforts have, however, been in vain, and there is not, to-day, as then, has not been at any time during the Liberal regime, the slightest ground for any suspicion of corruption, or even of political favoritism. The functions of the Commissioner are very important, and his discretionary powers, especially in deciding disputes between applicants for portions of the Crown domain, are very great. Nothing but a rare combination of executive ability, official integrity, and judicial fairness, could have enabled the successive heads of the Department to avoid giving their opponents some advantage over them, especially in view of the fact that enormous sums of money are collected and disbursed yearly under their personal authority.

#### *The Revenue-Producing Department.*

The Crown Lands Department is the great revenue-producing branch of the Government, and, with the exception of the amount received as subsidy from the Dominion, provides the largest part of the annual income of the Province. The duties of the Department, instead of decreasing, are year by year growing greater and more complex. They comprise the sale and management of the Crown, Clergy and School lands still undisposed of; the locating of settlers in the Free grant and Sales districts; the surveying of new townships, from time to time, as they are required for settlement or the purposes of the timber trade; the construction of colonization roads and bridges in the new and sparsely settled portions of the Province where the settlers are as yet unable

to assume the burden of such works; the supervision of the vast area over which licences to cut timber have been granted (such supervision becoming much more difficult year by year as settlement increases); the collection of Government charges and dues leviable upon such timber; and the settlement of the multifarious and often complicated questions which of necessity arise in the course of transactions covering so large a territory.

*Legislation re The Crown Domain.*

The Free Grant system was established as far back as 1868, but various amendments have been made by later legislation. The more important Acts passed in recent years dealing with Crown property are the following:

In 1884 the Act for protecting the public interests in rivers, streams and creeks was passed.

In 1887 an Act was passed which further provided for the driving of saw-logs and other timber on lakes, rivers and streams, under all circumstances which may arise. This measure forbids the obstruction of navigation or floating, and sets forth the proceedings when logs of several owners are intermixed. It also protects the rights of the Crown, and provides for arbitration in cases of dispute.

Enormous quantities of very valuable timber have been destroyed from year to year by bush fires, the result of criminal carelessness. In 1878 the Legislature attempted to check this waste by passing an "Act to Preserve Forests from Destruction by Fire."

In the session of 1889 the Commissioner of Crown Lands introduced and carried through the House an Act respecting damages to lands by flooding in the new districts, providing a speedy and cheap mode of recovering damages by persons whose lands have been flooded by Timber Slide Companies and others. This Act has had the effect of expediting proceedings for the recovery of damages, and of greatly lessening their cost. Claims may be presented in the Division Court, and the Judge is required to determine them without pleading and at comparatively little expense.

In 1890 an Act was passed transferring the administration of the Timber Slide Companies' Act from the Department of Public Works to that of Crown Lands, and certain amendments were at the same time made which experience had shown to be expedient.

In 1891 an Act which gave to the workmen in lumber shanties

of Algoma, extended in 1894, to Muskoka, Nipissing and Parry Sound, a lien on the logs cut by them, for their wages, was submitted by the Commissioner and became law. It not only gives the lien, but provides a simple and inexpensive means of realizing their claim through the division courts.

He further introduced and passed an Act making better provision for the measurement and culling of timber cut by limit holders on licensed lands, under which more stringent regulations are enforced for the protection of the interests of the Province in such timber. It provides, too, in addition to the above, for the effective examination of those engaged in measuring and culling saw-logs, and for the issuing of licences to such persons, which may be revoked upon proof of fraud or misconduct.

The fishery laws of the Province were, up to 1896, administered by the Commissioner of Crown Lands, who in 1892 carried through the Act entitled "An Act for the Protection of the Provincial Fisheries in Provincial Waters."

In 1892 further amendments to the Timber Slide Companies' Act were made providing for a proper inspection of the works of Slide Companies and constructing a new Schedule of Tolls, based upon a rate per thousand feet, instead of as per piece, as formerly. In 1896 another amending Act was passed, providing for a more satisfactory mode of taking the accounts of companies and of investigating various matters which have to be considered in the annual settlement of the tolls.

Certain inconveniences having become apparent in the matter of sales for taxes of unpatented lands in the Free Grant territory, an Act was passed in 1893 providing that no one should acquire under sale for taxes more Free Grant land than he would be entitled to under the Free Grants Act; and that no sale for taxes of such lands should be made where the taxes are less than \$10, or where no bona-fide improvements have been made, and that all lands so sold for taxes should be subject to all the conditions of settlement or otherwise of the Free Grants Act.

In 1896 the Act respecting Timber on Public Lands was amended by enacting more stringent measures for collecting timber dues on default, and for adjusting disputes as to dues or other charges, also empowering the Commissioner to issue permits for the manufacture of pulp wood upon the same lands on which licences to cut other kinds of timber may have issued.

In 1897 provision was made for the speedy removal of trespassers from Crown Lands in the unorganized portions of the Province. This was deemed necessary owing to the danger of des-

truction of valuable forest areas, from the going in of unauthorized persons under pretence of prospecting for minerals, etc. A more summary method than the former one was, therefore, provided for dealing with such trespassers.

Important amendments have also been made as regards the Surveying of Lands and the profession of Surveying, this being also an adjunct of the Department of Crown Lands.

#### *Mining Legislation.*

In 1891 the law respecting mines and mining was amended, in 1892 it was consolidated, and in 1894 and 1897 further amendments were made, the whole being now known as The Mines Act (R.S.O., 1897, cap 36). The tendency of recent legislation has been towards two principal objects—(1) the compulsory development of mining lands, and (2) the lightening of the burdens to be borne by the actual operator.

Lands for mining purposes may be either bought from the Crown or leased for a term of ten years, renewable for further periods. The purchase price varies from \$2 to \$3 per acre in the northern and western portions of the Province, and from \$1.50 to \$2 in the eastern portion. The first year's rental is at the rate of \$1 per acre and 60 cents per acre respectively, and for subsequent years 25 and 15 cents. In all cases working conditions are imposed, and it is no longer possible to acquire mining lands on terms which permit of their being held for indefinite periods without an attempt being made to develop them. It is provided that during the seven years immediately following the issue of a patent or lease a sum not less than at the rate of \$1 per acre during the first two years, and \$1 per acre during each of the remaining five years, shall be laid out in actual mining operations, failing which expenditure the title may be forfeited and the land resumed by the Crown. For purposes of comparison it may be mentioned that, by the Canadian Government regulations for placer mining on the Yukon River, a royalty at the rate of ten per cent. is imposed on gold when the amount won does not exceed \$500 per week, and twenty per cent. upon any excess of that amount.

The public interest in the mines and minerals of the Province is further protected by providing for a royalty on the output of from two to three per cent. of its value. This is payable to the Crown, but in order to prevent its bearing too hardly upon the industry, seven years are allowed after the granting of a patent

or lease during which no royalty is exacted, and in calculating the value of the ore for the purpose of levying the royalty it is provided that its worth at the pit's mouth shall be taken, less the cost of labor and explosives. On lands granted between 4th May, 1891, and 1st January, 1900, the rate of royalty is not to exceed two per cent. Practically, only the "bounty of nature" is taxed, and in view of the large expenditures made by the Government for the furthering of the mining industry it is not unreasonable that such a charge should be made.

To prevent the monopolizing of large areas of mining land, individuals are restricted to 320 acres within a radius of 15 miles in any county or district, of land containing the same class or kind of ore or mineral, in any one calendar year; and companies are similarly restricted to 640 acres. While allowing for locations of ample size, a limit has thus been placed upon the grabbing propensities of the speculator.

Formerly the smallest area that could be bought was 80 acres, now the minimum tract is 40 acres. Formerly lands could be bought or leased for mining purposes without discovery of mineral having been made thereon, and the liberality of the law was sometimes abused by persons who bought up large tracts in the vicinity of a rich find in hope of the lands afterwards turning out to be valuable, to the detriment of the actual prospector, who sometimes found such fields pre-empted by persons who had never examined them. Now, however, it is necessary that every applicant for mining land should show that he or someone on his behalf has made an actual discovery thereon of valuable ore or mineral. Under the old law, too, complaint was occasionally made that persons held, or attempted to hold, mining lands by simply applying to the Department of Crown Lands for them and perhaps paying in a small part of the purchase money or rental; now, applicants are required to pay in one-fourth of the price within sixty days and the whole within three months. Proper precautions are thus taken against merely speculative applications, while sufficient time is given a prospector in which to determine the value of his find, which he may abandon at the end of either of the above periods if it prove worthless.

The Mines Act contains clauses permitting the "staking out" of mining claims, and the holding of them by doing continuous work upon them. These clauses are only operative where a part of the Province has been declared a Mining Division under the Act. The Mining Division of Michipicoton has been so set apart, and a large number of claims have been taken up in it by pros-

pectors and others, who take out a licence at a cost of \$10 per annum and who need only lay out their claims by staking them on the ground. The cost of a regular survey is thus avoided, and the Province gets the benefit of speedy development.

Stringent provisions are made for the protection of working miners, rules being laid down in the Act prohibiting the employment of females or boys under the age of fifteen years, or of youths under seventeen for more than 48 hours per week. Ventilation, fencing of shafts, proper use of explosives, etc., etc., are all provided for in the Act, and all accidents must be reported to the Director of the Bureau of Mines, who has power to make investigation under oath if deemed necessary.

For the purpose of assisting in the actual development of mining properties, the Commissioner of Crown Lands under authority of the Mines Act has purchased a diamond drill which is let out to persons desiring to use it, on very favorable terms. During the present year (1897) the Department bears 45 per cent. of the cost of the work. The plant is a complete one, and its services are much sought after.

Special encouragement is given by the law to iron mining, an Iron Mining Fund being established out of which the miners of iron ore raised and smelted in the Province are paid at the rate of one dollar per ton of pig iron produced from the ore. The period during which such payments may be made is five years from 1st January, 1896.

Appropriations have been made for summer mining schools under which practical instruction has been given to numbers of prospectors and miners in the various mining centres of the Province. The Kingston Mining School and the School of Practical Science, Toronto, have been specially subsidized to enable them to provide education to mining students and mining machinery for the experimental treatment of ores.

To aid in promoting the mining interests of the Province a Bureau of Mines was established in 1891. Information of all kinds relative to the industry, statistics of production, etc., are collected by the Bureau and published in the form of bulletins and annual reports. Six of the latter have been printed, accompanied by geological and topographical maps of the mining districts of the province, and have been the means of creating a great deal of interest in the mineral resources of Ontario, and of bringing them prominently before capitalists in our own country and elsewhere. The reports of the Bureau are in great demand in Canada, the United States and Great Britain.

The local agents of the Crown Lands Department are supplied with maps and lists of lands sold and leased within their agencies, so that they may be in a position to give information to inquirers and obviate the delay which might be caused by corresponding with the Department at Toronto. At Rat Portage, headquarters for the Lake of the Woods mining district, a mining lands agent has been stationed, whose services have proved very useful to the mining men of that part of the Province.

It can fairly be claimed that the gratifying development which the mining industry of the Province has recently witnessed has been due in no small degree to the liberality of the mining laws, which in the opinion of competent judges are as favorable as any found elsewhere. Following is the opinion of Dr. R. W. Raymond, of New York, Secretary of the American Institute of Mining Engineers, recognized as the great American authority on mining laws, taken from the Ottawa *Mining Review* of October, 1897 : "The Ontario Mining Act, as framed in 1892, seems to me to embody a very judicious attempt to continue the encouragement of exploration and mining, with the retention of sovereign control and supervision." After dealing with the various provisions of the Act, Dr. Raymond remarks : "I trust also that the excellent features I have taken the liberty of pointing out will not be sacrificed, either to paternal authority on the one hand or socialistic clamor on the other."

#### *Departmental Work.*

The sales of Crown Lands between 1868 and 1871 averaged 59,400 acres a year; between 1872 and 1896 they averaged 62,000 acres. The increase in the number of timber licenses issued, and of saw-logs and timber returns received and checked yearly, has also, in both cases, been very large.

The acquisition of the new territory which has been added to the western part of the Province has greatly increased the work of this department. In 1889 the Government brought into operation the "Rainy River Free Grants and Homesteads Act," by which twenty townships, containing over 230,000 acres of land, were opened for settlement. A commission appointed to examine the claims of settlers who had gone into the district while the title thereto was in dispute made their report, and patents were issued to a considerable number of claimants who were found entitled to same.

*Free Grant Townships.*

The following statement, condensed from the Reports of the Commissioner of Crown Lands, shows the progress of the settlement of the Free Grant Districts since 1868:

PERIOD.	TOWNSHIPS SET APART.	PERSONS LOCATED.	ACRES LOCATED.	ACRES SOLD.
1868—1872	58	4,265	525,944	13,381
1872—1877	34	6,440	860,139	18,873
1877—1882	30	6,922	938,782	29,601
1882—1887	10	5,429	758,415	31,902
1887—1892	22	2,443	328,833	8,339
1892—1897	7	3,122	412,124	10,010
Total	161	28,621	3,824,237	113,006

*Sale Townships.*

In addition to the above, 43 townships have, since 1871, been opened for purposes of sale, besides which, a number of townships have been opened for sale or lease under the Mines Act.

*Expenditure on Account of Surveys.*

The Sandfield Macdonald Government, during their 4 years of office, expended on surveys \$139,135, an average of \$34,784 per year.

The Blake-Scott Government, in 1872, expended upon surveys \$36,911.

The Mowat Government, in 24 years (1873-96 inclusive), expended \$872,261, or an average of \$36,344 per year.

Of this sum \$701,954 was for township surveys, and the remainder, \$170,307, for surveying base, meridian, boundary and exploration lines, mineral surveys, and outlines of townships and timber limits.

*Population of Free Grant Districts.*

The population of the following new and Free Grant districts has increased with remarkable rapidity under this system of settlement, as is shown, by the following table taken from the Dominion census:—

DISTRICT.	POPULATION.		INCREASE.
	1871.	1891.	
Muskoka and Parry Sound.....	6,919	36,818	29,899
Nipissing.....	1,791	13,020	11,229
Algoma.....	7,018	41,856	34,838
Total.....	15,728	91,694	75,966

an increase of no less than 483 per cent. A somewhat similar increase has taken place in those portions of Haliburton, Peterborough, Hastings, Addington, Frontenac and Renfrew, which have been brought under the operation of the Free Grants and Homesteads Act.

*Woods and Forests.*

The revenue from timber is derived from (1) bonuses, (2) annual ground rents, and (3) timber dues. The timber limits are always disposed of at public auction, the person obtaining a limit being the one who bids the highest, the ground rent being the same in all cases—\$3.00 per square mile—and the timber dues being payable as the timber is cut. The dues on timber sold previous to 1892 were \$1.00 per thousand feet; at the sale of that year they were increased to \$1.25 per thousand feet. The bonus secures for the purchaser nothing more than *the first right to obtain an annual license to cut timber* on a particular limit, subject to the payment of ground rent and of certain dues on every log cut. The chief part of the yearly revenue from this branch arises from the collection of ground rents and timber dues, but from time to time, as settlement encroaches on timber lands, the

latter have to be put under license, *i.e.*, sold at auction in the sense above explained.

The total collection for the year covered by the report of 1896 on account of woods or forests was \$812,421, which includes \$45,520 paid in on account of bonus; the latter amount being deducted leaves \$766,901 as the revenue from timber dues, ground rent, etc., during the year 1896.

#### *Sales of Timber Limits.*

Since Mr. Mowat became Premier in 1873 every sale of timber limits has been carried out under the direction of the Commissioner of Crown Lands. The area sold within the 23 years to 1896 was 34 square miles, for which the Ontario Government received in round numbers, by way of bonus, the large amount of \$5,101,627, an average rate of nearly \$1,205 a square mile. For the same area of timber lands, the Dominion Government would have received, by way of bonus, only \$21,170, or a uniform rate of only five dollars a square mile. The difference between these two sums represents what would have gone into the pockets of speculators and of supporters of the Government at Ottawa had the latter sold the timber. The sale of timber limits in 1892 disposed of 683 square miles, and realized \$2,315,000, or the magnificent average of \$3,657 a mile. (*See table of sales, page 84.*)

A sale of pine timber lands took place in 1872, while the Hon. Edward Blake was Prime Minister, and the Hon. R. W. Scott was Commissioner of Crown Lands. The area then disposed of was about 5,000 square miles. The transaction was, during the next session of the Legislature, exhaustively discussed in all its aspects. The Assembly, by a large majority, endorsed what had been done. Only four members voted against the resolution introduced by Hon. E. B. Wood (set out below) which sanctions the method since pursued by the Mowat Government in all its sales, and which was carried almost unanimously. Messrs. Cameron and Meredith, the late leaders of the opposition, were amongst those who voted for it.

This sale has been endorsed by the people, after full discussion, at six general elections (1875, 1879; 1883, 1886, 1890 and 1894), so that there is no longer any need to discuss it as an open question.

[The resolution adopted by the Legislature was as follows: Page 153, vol. 6, journals 1873.]

"RESOLVED, That this House approves of the policy of the Crown Lands Department, as set forth in the regulations of the Department, made in 1869, that 'The Commissioner of Crown Lands, before granting any licenses for new timber berths in the unsurveyed territory, shall, as far as practicable, cause the section of the country where it is intended to allot such berths to be run out into townships, and such townships, when so surveyed, shall constitute a timber berth; but the Commissioner of Crown Lands may cause such townships to be subdivided into as many timber berths as he may think proper; and the berths or limits when so surveyed and set off, and all new berths or limits in surveyed territory, shall be explored and valued, and there offered for sale by public auction at the upset price fixed by such valuation, at such time and place, and on such conditions and by such officer as the Commissioner of Crown Lands shall direct, by public notice for that purpose, and shall be sold to the highest bidder for cash at the time of sale.'"

#### *Quebec Timber Sales.*

It is instructive to compare the sales above referred to with the sale of timber lands made by the Conservative Government of the Province of Quebec. Between October, 1873, and January, 1890, the Quebec Government sold 6,235 square miles, realizing by way of bonus the sum of \$398,722, an average of about \$62 per square mile, as compared with the average of \$1,205 per mile realized by the Ontario Government. Sales in Quebec since 1890 have realized less rather than more.

It is to be observed, as has been previously stated, that what was sold in Ontario was only the right to cut the pine timber upon the territory, and that the timber when cut is subject to the ordinary timber duties mentioned above. In this way a large sum will be paid into the revenue annually as a result of the sales. No right or title whatever in the land was conveyed to the purchasers at the sales, and the licenses issued to them are strictly under the control of the Legislature and the Department.

#### *Comparison : Ontario vs. the Dominion System of Sales.*

The difference between the two systems of disposing of timber lands by the Dominion and the Province respectively, strikingly contrasts the business methods of the Province, with the jobbery methods of the late Ottawa Government. Sales by the Province

the  
the  
own  
the  
run  
shall  
ands  
en so  
eyed  
r sale  
n, at  
fficer  
otice  
cash

are made only by public auction in the open market, to the person who bids the highest bonus (subject to the annual ground rent of \$3 per square mile, and to the timber dues above mentioned, of \$1 or \$1.25 per M.) after being advertised widely for several months.

Sales by the Conservative Government at Ottawa were made privately, without being advertised, to political friends or favorites, who would pick out the timber they desired. This timber was then sold to the applicant—if he were a friend—with no other bonus than \$5 per square mile per annum, and subject to dues equal to about 75 cents per M.

The following schedule will show the comparison between the general sales by the late Dominion Government of Dominion timber limits and the last sale of timber limits in this Province in 1892:

	Amount of bonus per square mile.	Annual ground rent.	Dues per m. feet. Board measure.
Ontario	\$3,657	\$3	\$1.25
Dominion	Nil.	\$5.00	75 cents.

On a limit of 50 square miles (which is the average size granted by the Dominion Government) the gain to the people of Ontario, in bonuses over the Dominion system would be.....	\$182,850 00
On an average limit of 50 square miles, the gain to the Province on dues alone would be.....	25,000 00
	-----
Less \$100 difference in ground rent .....	\$207,850 00
100 00	-----
Leaving the net gain in favor of Ontario on 50 square miles..	\$207,750 00

#### TIMBER SALES BEFORE CONFEDERATION, 1841—1867.

9,904 miles were sold at only 50c. a mile, and  
2,561 " " " at \$45.50 a mile of bonus, or \$116,771.

12,465

#### TABLE OF SALES OF LIMITS BY THE PROVINCE SINCE CONFEDERATION.

STATEMENT showing Timber Limit Sales since Confederation, with dates of sales, number of miles sold, total prices realized, rates of dues and ground rent in force at date of each sale, highest price per mile, and average price per mile of each sale:

## SALES HELD UNDER SANDFIELD MACDONALD GOVERNMENT.

Date.	Area sold.	Total price realized.		Dues	Ground rent	Highest price per mile.	Average price per mile.
		\$	c.				
December 23, 1868..	38	14,446	50	50	2	519	380 17
July 6, 1869.....	93	25,564	50	75	2	418	260 86
February 15, 1870..	12	7,680	00	75	2	640	640 00
November 23, 1871..	487	117,672	00	75	2	500	241 62
	635						

## SALES HELD UNDER BLAKE GOVERNMENT.

October 15, 1872 ...	5,031	592,601	50	75	2	1,000	117 79
----------------------	-------	---------	----	----	---	-------	--------

## SALES HELD UNDER MOWAT GOVERNMENT.

June 6, 1877.....	375	75,739	00	75	2	500	201 97
December 6, 1881...	1,379	733,675	00	75	2	2,300	532 00
October 22, 1885*...	1,012	318,645	00	75	2	1,250	314 87
December 15, 1887..	459	1,312,312	50	1 00	3	6,300	2,859 00
October 1, 1890†....	376	346,256	25	1 00	3	2,625	919 06
<b>October 13, 1892</b>	<b>633</b>	<b>2,315,000</b>	<b>00</b>	<b>1 25</b>	<b>3</b>	<b>17,500</b>	<b>3,657 18</b>
	4,234						

\*Scattered, broken and forfeited berths. †Berths in Rainy River District.

## Timber Sales before and since Confederation.

Before Confederation there was sold no fewer than 9,904 miles of timber at only fifty cents a mile, while there was also sold before Confederation 2,561 miles upon which was paid a bonus of \$116,771, averaging only \$45.50 per mile. Thus, the total disposed of before Confederation was 12,465 miles, as against 635 miles under the Sandfield Macdonald Government in four years; 5,031

ENT.  
Average price  
per mile.  
c.  
380 17  
260 86  
640 00  
241 62  
  
117 79  
  
201 97  
532 00  
314 87  
2,859 00  
919 06  
657 18  
  
strict.  
4 miles  
old be-  
nus of  
isposed  
5 miles  
; 5,031

miles under the Blake Government in one year, and 4,234 miles under the Mowat Government in 22 years. As between the Mowat Government and preceding Governments the figures show that there were sold during a period of 31 years prior to the time of this Government—1873—18,227 square miles, and during the 22 years of this Government 4,234 miles, or an average during the former period of 588 miles per year, and during the latter period of but 196 miles per year. The period of 31 years, before the present Government took office, is chosen for the purpose of comparison because that was the time, about 1841, when the Government of Canada first began to make sales of timber.

For the 18,227 square miles sold before the time of the Mowat Government (1873), the total bonuses obtained amounted to \$979,686, or an average per square mile of \$54.

For the 4,234 square miles sold during the time of the Mowat Government (since 1873), the bonuses obtained amounted to \$5,101,627, or an average of \$1,205.15 per mile.

During the period of Hon. Mr. Hardy's administration of the Crown Lands Department, about 1,000 square miles (part of the 4,234) were sold, from which \$2,661,256 was realized, as bonus (part of the \$5,101,762); an average of 200 square miles per year, with an average bonus of \$2,634 per mile, the highest price per mile obtained for any portion of it being \$17,500.

#### *Crown Lands Revenue.*

The importance of this Department, as a source of Provincial revenue, is seen from the following table of receipts during the years 1873-96:

#### CROWN LANDS AND TIMBER REVENUE.

1873	.....	\$1,121,264	1885	.....	\$ 736,865
1874	.....	717,248	1886	.....	814,813
1875	.....	643,046	1887	.....	1,113,142
1876	.....	640,015	1888	.....	1,436,336
1877	.....	628,713	1889	.....	1,196,455
1878	.....	445,278	1890	.....	1,103,443
1879	.....	457,340	1891	.....	1,159,681
1880	.....	616,311	1892	.....	2,252,972
1881	.....	992,504	1893	.....	1,823,550
1882	.....	1,095,152	1894	.....	1,055,353
1883	.....	635,447	1895	.....	946,354
1884	.....	570,305	1896	.....	924,862
Total, \$23,123,758					

The average of the receipts for the past twenty-four years, therefore, has been about \$963,490 a year, and the table shows that though the revenue fluctuates it does not steadily decrease. The importance of the Department from this point of view demands that it should continue to be administered with the same business capacity, and the same freedom from favoritism and corruption, in the future as in the past; as, under the present Commissioner, it undoubtedly will.

*Salaries Crown Lands Department, 1873-96.*

The total expenditure of the Crown Lands Department on account of salaries was:

In 1873.....	\$46,223
In 1896.....	48,646

or an increase in 24 years of only....\$ 2,423

And this notwithstanding the fact that in 1873 there was no Bureau of Mines, or Forestry Branch, which cost for salaries in 1896, \$6,700.

*Charges on Crown Lands.*

Which include expenditure on surveys, agents' salaries, wood ranging and inspection, fire ranging, and the cost of timber agencies.

Expended in 1873.....	\$110,491
Expended in 1896.....	105,829

or a decrease of.....\$ 4,662

Notwithstanding that in 1896 there was paid for fire ranging, and timber agencies at Quebec and Ottawa, new items not in existence in 1873, \$19,792.

*Timber Revenue versus Direct Taxation.*

The Opposition have said that it is better to raise by direct taxation the moneys required by Government than to increase our revenue from timber dues and bonuses from timber sales. The amount received by the Ontario Government in 24 years from timber dues and bonuses averages at the rate of 30 cents per annum per head of the population.

The Dominion Government levies by taxation, direct and indirect, about \$35,000,000 per annum, (Ontario's share of which is at least one-half); while the Provincial Government receives

years,  
shows  
increase.  
y de-  
same  
and  
esent  
  
n ac-  
  
as no  
es in  
  
wood  
mber  
  
, and  
xist-  
  
irect  
ease  
ales.  
years  
ents  
  
in-  
which  
ives

from lumbermen, by way of timber dues and bonuses, an average of nearly one million dollars (\$963,490) per year.

#### *Prevention of Bush Fires.*

In order more effectually to prevent the destruction of valuable forests by fires, and more stringently to enforce the provisions of the Act for their preservation, a number of men are placed in the summer months on the various timber limits which, from the advance of settlement, or other causes, are exposed to danger from fire. The effect of their presence is always most beneficial. Fires are suppressed which might otherwise become vast conflagrations, causing incalculable loss. Persons wantonly violating the provisions of the "Fire Act" are promptly brought to justice and fined, and a general and strong interest in the direction of preventing the starting and spread of bush fires is created and kept alive. The cost to the Province is trifling, considering the amount of property saved from destruction.

The total cost of the service for 1896 was \$47,719.90. Of this amount \$16,323.00 was on account of ranging of the previous year, leaving the net cost of the service for 1896 to be \$31,396.90, of which amount \$1,969.90 was on account of fire ranging on lands of the Crown, leaving the expenditure on licensed lands to be \$29,427.00. One-half of this was refunded by the licensees, leaving the net cost to the Province of this service, \$14,713.50.

The fire ranging service is annually becoming more useful, and last year (1896) there were very few serious fires. The immense saving to lumbermen and the Province which this implies is best understood by those who know the tremendous waste of property which has in the past been caused by forest fires, both in Canada and elsewhere.

#### *Colonization Roads.*

In the absence of railways, these great highways are the only means by which intending settlers can have access to lands set apart for settlement. Without them the great Free Grant districts could never have been settled at all, and a large proportion of the revenue derived from the sale of Crown Lands would not have been realized. Even in localities traversed by railways they retain their usefulness, for without them the railways themselves would be comparatively inaccessible to the settlers. Some idea of the importance of this branch of the public service, and also of the rate at which it is expanding, may be obtained from

the following table, the comparison being between the Sandfield Macdonald Administration (1867-71) and the Mowat Administration (1872-96):—

1867-71.	Yearly Average.	1872-96.	Yearly Average.
New roads built...213 miles	53 miles	4567 miles	190 miles
Roads repaired...441 miles	110 miles	10066 miles	420 miles
Bridges built...2,672 feet	668 feet	82339 feet	3430 feet
Expenditure. ....\$178,000	\$44,500	\$2,774,186.59	\$115,591

The expenditure of *over two and three-quarter millions of dollars* is, of course, a return of surplus revenue to the people. A large part of the Provincial revenue is derived from the sale of Crown Lands, the sale of timber limits, and the receipt of timber dues; and it is not merely a wise policy to use a portion of that revenue to develop the country, but a just policy to use it in alleviating the inevitable hardships of backwoods settlement and frontier life.

#### *Ontario Cullers' Act.*

Since this Act was passed in 1890, examinations of candidates for cullers' licenses have been held each year under its provisions at various points in the lumbering districts, conducted by boards of examiners appointed by the Department. Of the candidates who presented themselves, 644 were found duly qualified, and were granted licenses accordingly.

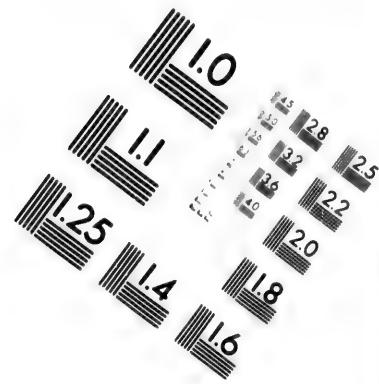
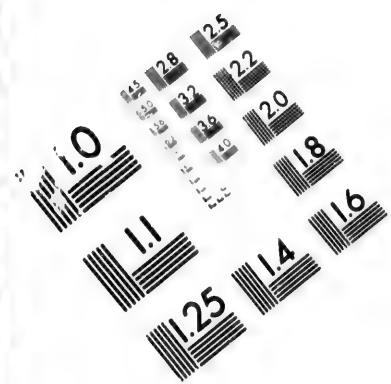
#### *Game Laws.*

The laws relating to the preservation of fish and game have, during recent years, undergone a thorough revision and improvement. The report of a Commission on the Game and Fish of the Province has awakened a general interest in this subject, and forms a volume of useful information which has been very generally sought for and perused. The Game Laws of Ontario are now admittedly the most advanced and complete of all the codes in force in the various States and Provinces of America. Stringent provisions have been adopted for enforcing these laws, and more effectively than ever heretofore securing for the benefit of the Province the preservation of fish and game as important sources of food supply for our own people. The administration of the Game Laws is under the Commissioner of Crown Lands, while the laws relating to the fisheries of the Province are under the supervision of the Attorney-General. The cost of enforcing these laws is fully provided for by license fees paid by non-residents for the privilege of hunting or fishing in this Province, and by

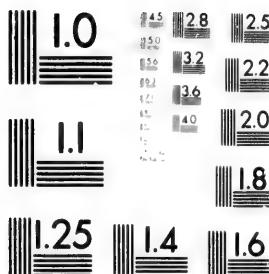
those who take out licenses for the shooting of deer. It is now acknowledged by everyone that the difficult task of enforcing game protection has been successfully grappled with, and there is much general satisfaction on the part of the public that instead of being exterminated, as at one time seemed probable, some of the most important game birds and animals are found at the present time in greatly increased numbers.

### *Algonquin National Park.*

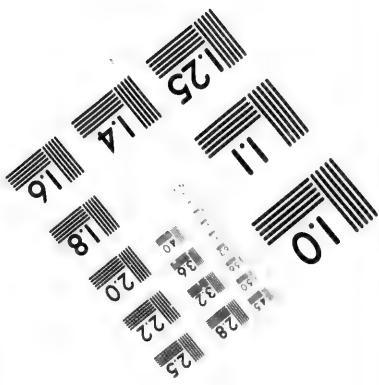
In 1892 a commission was appointed by the Government to inquire into the advisability of setting aside an area in the district of Nipissing for the purpose of a Forest Reservation and National Park. Following the report of this commission, in the session of 1893 the Commissioner of Crown Lands introduced a bill by which 18 townships in the Nipissing district lying between Parry Sound district and the Ottawa river, containing in all 938,186 acres, were reserved from sale or settlement for all time to come, and dedicated to the public under the name of The Algonquin National Park of Ontario. In 1894 six half townships were added, bringing the area of the park up to 1,109,383 acres. The park comprises within its boundaries the sources of the following large and important rivers, viz., the South River, flowing northerly into Lake Nipissing; the Muskoka (north branch) emptying into Georgian Bay; the Madawaska and Petawawa, flowing into the Ottawa; the Little Nipissing, a branch of the Petawawa, and the Amable du Fond, a tributary of the Mattawa, as well as a vast number of lakes of varying size. Some of the views along the lakes and rivers are exceedingly picturesque. The territory contains a very small proportion of agricultural land, is all more or less densely wooded, and is the natural home of such wild animals as the moose, deer, beaver, otter, fisher, bear, etc. By the Park Act, the only timber which may be cut and removed throughout the whole of this immense area is the pine, and as it is now a well-settled fact that the destruction of forests at the sources of rivers leads to sudden and disastrous floods, and also to a diminution of their waters, one principal object of the park will be achieved by preserving the rivers rising in it in their present full and equable flow, a matter of prime importance to the great lumbering interests in the eastern part of the Province. The pine timber only being subject to removal, there will be preserved great blocks of original forest, comprising maple, birch, beech, hemlock, tamarac, cedar, balsam, etc., to present to the



## IMAGE EVALUATION TEST TARGET (MT-3)

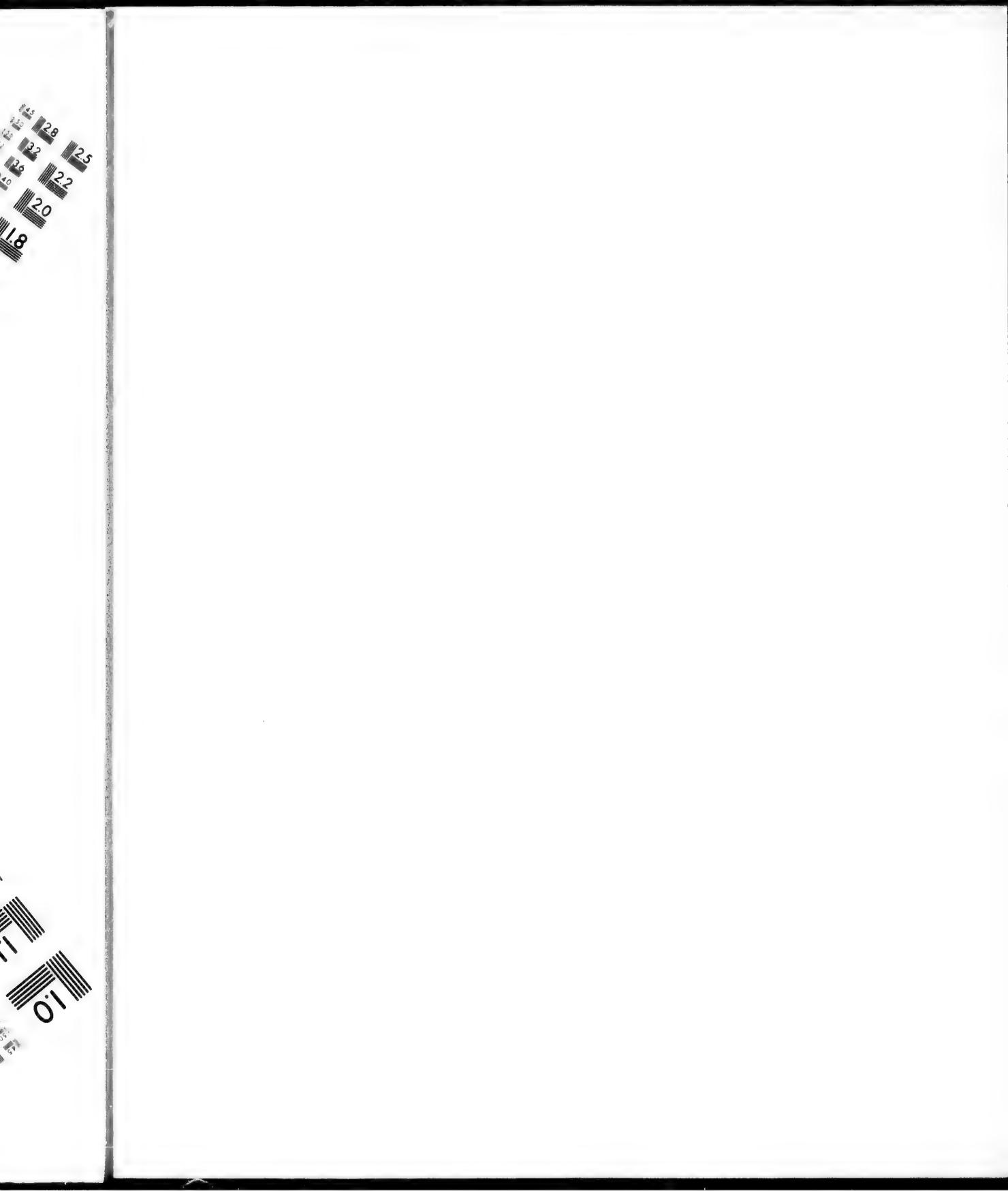


6"



Photographic  
Sciences  
Corporation

23 WEST MAIN STREET  
WEBSTER, N.Y. 14580  
(716) 872-4503



visitor a picture of the primeval vegetation which once covered the greater part of cleared and settled Ontario. The Act also prohibits the killing of moose and deer in the park (formerly slaughtered in great numbers), beaver, otter, martin, and other fur-bearing animals. The effect of affording these creatures a retreat where they may take refuge from the hunter and the trapper has been to greatly increase their numbers. The consequence is that they overrun the park limits into the surrounding country, where they may be taken in their proper season. The waters of the park are well stocked with fish, and the woods with partridges and duck, all of which are also protected by the Act. The park will likewise serve as a field for experiments in and practice of systematic forestry, a place of health resort, and to secure the benefits to the climate of rainfall, etc., to surrounding districts, which the presence of a large block of forest will confer. Suitable headquarters have been erected at Cache Lake, and the affairs of the park are administered by a superintendent and small staff of rangers.

#### *Rondeau Park.*

In 1894 an Act was passed setting apart 4,446 acres of land owned by the Province at Rondeau, on Lake Erie, as a public park, reservation and health resort for the benefit of the people. The spot is a beautiful one and the neighborhood abounds in game and fish. The setting apart of this tract as a public park met with the approval of both sides of the House, Mr. Clancy, then member for Kent, and an opponent of the Government, being one of the most outspoken in his support of the measure.

## DEPARTMENT OF EDUCATION.

From 1846 till 1876 the educational interests of Ontario were administered by the late Dr. Egerton Ryerson as Chief Superintendent, acting under the advice of a Council of Public Instruction appointed by the Crown. The Chief Superintendent and his Council were invested with authority to make regulations respecting the training and licensing of teachers, the authorization of text-books, the courses of study in Public and High Schools, and all other matters of a similar character. These regulations, so long as they were within the statutory powers of the Council of Public Instruction, had the force of law. Although universally admitted that Dr. Ryerson's administration of the Education Department was characterized by great ability, it was generally felt that a Department dealing with the expenditure of large school grants and other public funds and controlling interests of such a vital character as the education of half a million of children, should be brought more directly under the control of Parliament. In this view Dr. Ryerson himself shared, and as far back as 1868 suggested in a letter to the late Sir Matthew Crooks Cameron, then Provincial Secretary, that the office of Chief Superintendent should be abolished and the Education Department placed under a responsible Minister. That Mr. Cameron looked with favor on Dr. Ryerson's proposal is evident from the correspondence which passed between them. On the 30th of January, 1869, he wrote the Chief Superintendent, requesting him to continue in the discharge of his duties "until the Government matured a measure for placing the Education Department under the direct supervision of a member of the Executive Council."

*The Liberals in Power.*

On the accession of Edward Blake to office in 1871, Dr. Ryerson reiterated his desire to retire from office and renewed his recommendation that a Minister should be appointed in his place. It was not, however, until 1876 that the Government, acting upon his suggestion, amended the School Act and appointed the late Adam Crooks, then a member of the Government, to the position of Minister of Education, and at the same time brought the whole School System of the Province under the direct control of Parliament. In this position it has continued ever since.

The change from a Chief Superintendent to a Minister of Education was strongly opposed by the Conservative party for many years, on the alleged grounds that the Department would be used for political purposes, and, consequently, the educational interests of the country would be injuriously affected. This was the view held by Sir William Meredith as leader of the Opposition, and, apparently, the view maintained by Mr. Whitney, the present leader, a few years ago.

#### *Change of Front.*

Mr. Whitney has, however, apparently changed his mind with regard to the propriety of continuing a Minister of Education, as the following resolutions will show: On the 30th of April, 1891 (See page 163 of the Journals, 1891), it was moved by Mr. White, of Essex, and seconded by Mr. Clancy, "That the Bill respecting the Education Department be not now read the third time, but that it be resolved that it is expedient to place the Education Department under the control of a non-political head, and that the said Bill be referred back to the Committee of the whole House with instructions to amend the same by providing for the abolition of the office of Minister of Education after the dissolution of the present House."

Again, on the 25th day of April, 1894 (see page 148 of the Journals, 1894), it was moved by Mr. White (Essex), seconded by Mr. Hudson, "That it is essential to a non-partizan management of the educational affairs of this Province that the Department should not be under the control of a political head, and that the office of Minister of Education should be abolished."

For these resolutions Mr. Whitney voted, and so did such of his present colleagues as were in the House at that time. But a longer experience of a Minister of Education, czar though he may be, has taught him that the office is a proper one, and that the same ministerial responsibility should attach to a Minister of the Crown who looks after the education of the people as attaches to any other great spending department in the public service. Let us congratulate Mr. Whitney on his conversion to Liberalism, even though so near the end of the century.

#### *Advisory Board.*

But while Mr. Whitney agrees to the retention of the office of a Minister of Education he proposes that he shall not act upon his responsibility as a Minister of the Crown, but that he shall be

subject to the direction of an Advisory Board. This proposition suggests one of two things, either Mr. Whitney does not know of any man in the Conservative ranks whose judgment he could trust, and therefore he proposes to put him in leading strings, or he has not considered what is involved in the principle of responsible government. The theory of our Constitution is that a Minister is responsible to Parliament as representing the people, and to Parliament only. If he has an Advisory Board which he is bound to consult, he must either accept or reject its advice. If the views of the Board and the will of Parliament are in harmony, no difficulty would arise. If not in harmony, the position of a Minister would not be an enviable one. Mr. Whitney's proposition, therefore, substitutes for parliamentary control the control of an Advisory Board, or it means nothing. He practically proposes to ask the Minister of Education to do what the Scripture says no man can do, and what no other Minister is required to do, namely, to serve two masters.

#### *Destroys Responsible Government.*

But one would suppose from Mr. Whitney's references to the Minister of Education that he acts upon his own motion and without advice from anybody—that is such advice as is consistent with his responsibility to Parliament. What are the facts? Since Mr. Ross assumed office, the School Act has been revised at different times—in 1885, 1891 and 1896. In every case, so far as recollects, a draft of the proposed amendments was sent to inspectors, High School principals, and in some cases to active trustees, with the view of getting their opinion before the Bill even was submitted to the Government for consideration. After opinions were received changes were made perhaps in the original draft, and in this form the Bill, when approved by the Government, was submitted to Parliament for its first reading. Usually four or five weeks, and sometimes a longer time, elapsed between the first reading of the Bill and its submission to a committee of the whole House. In the meantime, Public School officers of every description had an opportunity of communicating with the Education Department or with members of Parliament. There was public discussion through the press, and the responsible Minister was in a position to advise the House with regard to every clause in the amended Bill.

#### *How Regulations are Discussed.*

A similar course has been adopted with regard to the regulations, particularly if any important change was proposed. Every

Public School inspector and every principal of a High School must admit that the fullest opportunity has been given him of being heard regarding every revision of the regulations. It is not asserted that with regard to minor changes there has been the same general consultation, but even with regard to these the advice of the most experienced officers of the Department and educationists is usually sought. This preserves the principle of responsible government, and it cannot be perfectly preserved in any other way.

#### *Approval of Parliament.*

But this is not the only advice sought. If Mr. Whitney will refer to Section 8 of the Education Department Act, 1896, he will see "that every regulation of the Education Department shall be laid before the Legislative Assembly, forthwith if the Assembly is in session, or within seven days of the first meeting of the Assembly after such regulation is passed, and if the House disapproves of such a regulation, or any part of it, by resolution, then the regulation, or such part, becomes inoperative." Every regulation that has been passed by the Department during Mr. Ross' term of office has been submitted to Parliament, and has, no doubt, come under Mr. Whitney's notice, and so far, not one of these regulations has been disapproved by Parliament, nor has Mr. Whitney nor any of his colleagues challenged them, as the Statute empowers them to do, on the floor of the House. Apart, then, from the constitutional principle involved, why should Parliament be superseded by an Advisory Board, which would, probably, cost money, and would, very possibly, lead to controversies which would serve no useful end?

#### *Mr. Whitney's Plan an Old One.*

Mr. Whitney's plan for the appointment of an Advisory Board is not a new one. In 1874 a Bill was introduced into the Legislative Assembly for the appointment of such a Council, partly appointed by the Government and partly represented by the teaching profession; of this Council Dr. Ryerson, Chief Superintendent, was ex-officio a member. Its powers were very much the same as the powers of the old Council of Public Instruction, the chief feature being its representative character. The House accepted this amendment to the School Act with some reluctance. Speeches in opposition to it were made by prominent Conservatives as well as by prominent Liberals. It was, however, ac-

cepted as an experiment, and those who are familiar with the election which took place under the Bill, notably the contest between Dr. Sangster and Goldwin Smith for a seat in the Council, would not wish to see the experiment repeated. In 1876, after two years trial, a Bill was introduced into the Legislative Assembly by the late Hon. Mr. Crooks for the abolition of the Council and the appointment of a Minister of Education. It is well known that this Bill was introduced at the instance of Dr. Ryerson, than whom no man had a wider experience in the administration of the Education Department, or whose opinion had greater weight on educational matters. The abolition of the Council received more or less support on both sides of the House, Mr. Patterson, of Essex, now Lieutenant-Governor of Manitoba, declaring that "he was glad to find the Council of Public Instruction was to be legislated out of existence, as it was a change in the right direction from irresponsible to responsible government." The division on the second reading of the Bill was opposed by only twenty-five members in the Legislature. Now Mr. Whitney proposes to repeat an experiment which was tried under the most favorable conditions and resulted in a failure. At every general election since 1876 the electors have approved of the management of the Education Department by a Minister responsible to them through Parliament, with the right to take advice from Parliament (Mr. Whitney included), and it is not likely that they will withdraw that confidence in the general election which we are now approaching.

#### *Political Influence in the Education Department.*

The Opposition alleges that the Education Department is used for political purposes. That can only mean that the distribution of school moneys, or the examinations conducted by the Department, or the appointments which it controls, have a political object in view. If so, there should be no difficulty in furnishing proof.

#### *Distribution of Moneys.*

All moneys voted by Parliament for school purposes are distributed on conditions defined in the School Act. Any departure from these conditions ought to be easily verified. Since the appointment of a Minister of Education, in 1876, the sum of \$14,467,141 has been distributed by the Education Department. Can the Opposition show that one dollar of that sum was granted on the ground of political favoritism? If not, the charge fails. If

the Department was acting from political motives, surely where so much money has been paid and where so many schools and municipalities are affected, some evidence of partizanship could be produced.

*Departmental Examinations.*

Since the appointment of the present Minister of Education (1884 to 1896 inclusive) 325,208 persons have written at the various examinations conducted by the Education Department, to whom certificates have been awarded as follows:

For Entrance to High Schools.....	112,458
For Public School Leaving Examinations.....	5,384
For County Model School Examinations.....	17,179
For Normal School Examinations.....	5,334
For Normal College Examinations.....	1,051
For Non-Professional Examinations.....	33,770
 Total.....	 175,176

If departmental certificates were granted or refused for political reasons the Opposition could surely find some evidence of political motive where over three hundred thousand candidates were concerned. If that evidence is not forthcoming, then this charge must fail.

*Appointments by the Department.*

Since 1876 the Education Department has appointed, to fill positions vacated by death or resignation or to other appointments required by the growth of the Department, 80 persons. Can it be shown that one of these was appointed for his political leanings rather than his fitness? If not, then this charge fails.

**DEPARTMENTAL EXAMINATIONS.**

The Opposition complains that the Education Department by its many examinations destroys the individuality of the teacher and interferes with the real education of the pupil. Of this no proof has been given, for it has not been shown that the children of to-day are not as well educated as they were under Dr. Ryerson twenty years ago. Examinations are conducted under every School System in the world, and the Opposition has not shown how the present number could be reduced. In fact, examinations are necessary:

- (1) As a stimulus to the pupils.
- (2) To test the efficiency of the teacher.
- (3) To satisfy parents and guardians with regard to the standing of their children from time to time.

In 1875, the last year of Dr. Ryerson's administration, the following examinations were authorized by the Council of Public Instruction:

- (1) Quarterly examinations for Public Schools; now the examinations are half-yearly.
- (2) Half-yearly examinations to High Schools; now the examinations are yearly.
- (3) Two Intermediate examinations for High Schools; now abolished.
- (4) Four examinations for Temporary Teachers' Certificates all abolished.
- (5) Twelve Normal School examinations for Teachers' Certificates; now reduced to two.
- (6) Two examinations for County Model Schools; now reduced to one.
- (7) One examination for High School Assistant Teachers.

Total examinations under Dr. Ryerson, 27.

Total examinations now conducted by the Department, 13.

And if we omit from these the examinations for Kindergarten Teachers, rendered necessary by the establishment of Kindergartens since Dr. Ryerson's time, the number would be 11 as compared with 27.

#### *Certain Examinations Unnecessary.*

- (1) A pupil can take the whole Public School course, from the Kindergarten to the end of the Fifth Form, without taking any Departmental Examinations whatsoever, unless the visits of the Inspector be considered an examination.
- (2) A pupil may pass from the Kindergarten through the Public School and High School by simply taking one examination, viz: the Entrance to the High School, for which no fees are imposed by the Department. If fees are charged in any case it is on the authority of the Board of Trustees.

#### *Examinations for Matriculation.*

In 1883, when the present Minister of Education took charge of the Department, examinations for Matriculation into the Uni-

versity took place in September at a time most inconvenient to pupils and teachers, and each of the four Universities of Ontario had a separate examination, for which an entrance fee was invariably charged. Now, any person may pass his matriculation examination at the close of the school term in June, on a common standard accepted by all the Universities.

#### *The Examination of Teachers.*

In 1875 there were 17 different grades of certificates issued to teachers of Public Schools. In 1897 there are only 4 grades, viz., 1st, 2nd, 3rd, and District. In 1875 there were four grades of certificates issued to teachers of High Schools; now there are three grades. A reduction in the grades of teachers' certificates from 24 in 1875 to 7 in 1897 is not unworthy of notice.

#### *Centralization of Control.*

In 1875, the Council of Public Instruction granted 1st, 2nd, and 3rd class Provincial certificates. In 1896 the Education Department grants only 1st and 2nd class certificates. In 1896 there were issued by the Education Department 571 certificates, and by County Boards 1,549 certificates. Where is the evidence that the Education Department has been centralizing power? Since 1881 the examination papers for teachers' certificates of every grade were prepared by the Education Department, and the answer papers read by examiners appointed by the Education Department. Except, therefore, as to mere matters of detail, there has been no change in the mode of conducting the examinations for teachers' certificates since 1881. Prior to the appointment of the present Minister of Education, the examination of teachers was conducted by medical students, law students, University undergraduates, clergymen and teachers, some of whom had retired from the active duties of their profession for many years. The examinations are now conducted by persons actively engaged in the profession, all of whom hold 1st-class certificates or a University Degree, and are fresh from the activities of the schoolroom.

#### *How Examinations are Conducted in Other Provinces.*

In every Province of the Dominion, the Department of Education directly controls the examination of teachers, and also the

examinations from one grade of school to a higher grade of school. In a few of the Provinces the Education Department directs the Matriculation examination in the University. In the State of New York there is a standing Board of Examiners paid annual salaries ranging from \$800 to \$2,500, by whom the examination of teachers is conducted, and instead of one examination a year, as in Ontario, the State of New York conducts six examinations per year for teachers' certificates. In England, Scotland, Ireland, Germany and France, the Department of Education grants certificates to teachers under conditions very much the same as now prevail in the Province of Ontario. There is no greater centralization now of examinations than existed before the present Minister of Education took office, nor greater than exists in the other Provinces of the Dominion.

#### *Appointment of Examiners.*

The Opposition alleges that because High School masters are appointed examiners by the Education Department, that they are therefore made subservient to the political views of the Government. It is not true, however, that examiners are appointed either by the Minister of Education or by the Government. By an Act of the Session of 1897, an educational council of 12 persons is appointed, to whom the whole work of the examination of teachers is entrusted. Six members of the Council are appointed by the University, and six by the Minister of Education.

These represent every University in the Province, as well as the High and Public Schools, and are men of the highest standing as educationists. By Act of Parliament this Council is authorized to appoint examiners for the different departmental examinations. The list from which their choice is made is submitted by the Minister of Education, and consists of such persons as hold a Degree from some Provincial University, actively engaged in teaching. The Minister is required to submit at least twice as many names as may be required for the work of examination, and from this list the Council makes its choice, and its choice is final. When it is stated that the Minister invariably submits the name of every person qualified for appointment, the charge that the patronage of the Department is used for political purposes utterly fails. If any examiner had been appointed by the Minister, or omitted from the list of eligible appointments because of his political predilections, there would be some cause for complaint. But of this there is no proof.

*Examination Fees, 1892-1896.*

	Receipts.	Cost.
1892.....	\$21,126 12	\$23,032 01
1893.....	23,650 98	21,859 88
1894.....	24,168 23	24,473 11
1895.....	27,377 56	26,081 16
1896.....	34,002 58	32,935 00
	<hr/>	<hr/>
	\$130,325 42	\$128,981 16

Balance in favor of the Department \$1,344.26, or an average of only \$268.85 per annum. It would be impossible to estimate in advance more accurately the receipts and expenditures.

*Cost of Text Books.*

Mr. Whitney and his colleagues complain of the number and cost of text books used in the Public Schools. In order that there be no doubt as to the number authorized, the full list of text books used in the Public Schools and their retail price is here given:

First Reader, Part I.....	\$0 10
First Reader, Part II.....	0 15
Second Reader.....	0 20
Third Reader.....	0 30
Fourth Reader.....	0 40
High School Reader.....	0 50
Public School Arithmetic.....	0 25
Public School Algebra and Euclid.....	0 25
Public School Geography.....	0 75
Public School Grammar.....	0 25
Public School History of England and Canada.....	0 30
History of the Dominion of Canada, Clement (for Fifth Form).....	0 50
Public School Drawing Course, six numbers—each 5c.....	0 30
Public School Physiology and Temperance.....	0 25
Public School Writing Course, six numbers, (five at 7c, one at 10c).....	0 45
 Total Cost.....	 \$4 95

Any pupil can complete the Public School Course without purchasing a single text book not mentioned in the above list, and with reasonable care no pupil need purchase more than one book in each subject. Usually it takes ten years to complete the Public School Course. As the cost of the complete set of text books

is \$4.95, the average cost per annum for text books for each pupil would not exceed 50 cents, or, to be accurate, 49½ cents.

#### *Average Cost for the Whole Province.*

The publishers of school text books furnish the Education Department when required with a statement showing the total number of text books sold during the year. Taking the average cost, during the last three years, from statements so submitted to the Department, it is found that the cost of text books to the pupils attending the Public Schools of Ontario averaged 19½ cents per pupil.

#### *Cost in Toronto.*

In the city of Toronto text books are purchased for the pupils by the School Board under what is known as the Free Text Book System. In reply to a request from the Minister of Education, dated Toronto, March 3rd, 1897, Mr. James L. Hughes states that "The cost of text books per pupil for 1896, on the basis of total enrolment, omitting Kindergarten pupils, was 18 cents. Omitting the supply of new books given out for the first time, the cost of text books was 5 cents per pupil."

#### *Provincial Model Schools.*

The Education Department supplies the text books used by pupils in the Provincial Model Schools free of charge. The Toronto Model School is attended by about 450 pupils. The average of the last three years shows that the cost of text books per pupil amounted to 40½ cents.

#### *The City of Hamilton.*

Mr. Ballard, the Inspector of the city of Hamilton, places the average cost of text books in Hamilton at 24 cents per pupil.

#### *Cost of Text Books in the United States.*

In the United States the publication of text books is not in any way controlled by the Department of Instruction. Publishers, therefore, fix their own prices to the consumer, and the local school authorities have power to change text books from time to time as they may deem expedient. In some States the Free Text Book System has been adopted, i.e., the trustees pur-

chase the text books for the use of pupils, charging the cost to the ratepayers in the same way as the salaries of teachers and other school expenses are charged. The following statement shows the cost per pupil in a few States and cities that have adopted free text books:

Massachusetts, average cost per pupil.....	\$1 59
Illinois, " " "	1 25
East Saginaw (Mich.), average cost of 9 years.....	61
Cambridge (Mass.), average cost per pupil.....	1 92
Buffalo, (estimated) " " "	75
Minnesota, " " "	95
Vermont, " " "	2 11
Maine, " " "	46
Rhode Island, " " "	1 13
Toronto, " " "	18
Hamilton, " " "	24
Provincial Model School" " "	40
Ontario as a whole, " " "	19

The average of 87 cities in the United States, as reported by the State Superintendent, Washington, is 50 cents.

It needs no argument to show that on the score of economy the text book system of the Province of Ontario is far more economical than the text book system of the United States. No parent need complain of the price of text books when the actual cost is certainly less than one cent per week on an average.

#### *Changes in Text Books.*

The first series of Readers used in the Public Schools of Ontario was authorized by Dr. Ryerson in 1846.

The second series of Readers was authorized by Dr. Ryerson in 1867.

The present series of Readers was authorized in 1884.

There have been, therefore, but two changes in the Readers since our school system was organized, *i.e.*, in 50 years.

The following statement gives the dates at which the text books now in use in the Public Schools were authorized:

First Reader, Part I	1884.
First Reader, Part II	
Second Reader	
Third Reader	
Fourth Reader	

High School Reader, 1886.

Public School Arithmetic, 1887.  
Public School Algebra and Euclid, 1894.  
Public School Geography, 1887.  
Public School Grammar, 1887.  
Public School History of England and Canada, 1892.  
History of the Dominion of Canada (for Fifth Form), 1897.  
Public School Drawing Course, 1891.  
Public School Physiology and Temperance, 1893.  
Public School Writing Course, 1891, Angular; 1896, Vertical.

#### *Authority of Trustees.*

Although the Department exercises the right of changing the text books when deemed necessary, trustees are empowered to continue the use of a former text book so long as it appears on the authorized list. Sec. 90 of the Public Schools Act provides as follows : "Any authorized text book in actual use in any public or model school may be changed by the teacher of such school for any other authorized text book in the same subject, on the written approval of the trustees and the Inspector, provided always such change is made at the beginning of a school term, and at least six months after such approval has been given."

#### *Books Added.*

(a) **TEMPERANCE**—Representations were made to the Department by the friends of Temperance, particularly the W.C.T.U. that the study of Physiology and Temperance would be of advantage to the school children as a means of guarding them against the dangerous use of alcoholic stimulants and narcotics. Accordingly a text book was authorized in 1893. (The text book previously used was merely optional). In the United States, where this subject is taught, the course is divided into three parts, and a text book authorized for each sub-division of the course, the cost of which for the full course amounts to 80 cents. The cost of the Temperance text book used in Ontario is 25 cents.

(b) **EUCLID AND ALGEBRA**—In order to enable pupils in the Fifth Form to complete the course of study in Algebra and Euclid, without being obliged to purchase the text book authorized in these subjects for the High School Course, a new text book was prepared, covering the work prescribed for the Fifth Form, and called "Public School Euclid and Algebra," which sells for 25 cents.

cents. This relieves the pupils from purchasing the text books in the same subjects in the High School Course, which sell for \$1.25, thus saving \$1 to each pupil in the Fifth Form.

(c) WRITING COURSE—Previous to 1891 there was no authorized copybook in Writing. The copybooks in the market were sold at 10 cents each. In order to control the price, the Department authorized a series of copybooks, and fixed the price at 7 cents per copybook, saving 3 cents to each pupil in the Writing Course, or about \$14,000 to the whole Province.

(d) DOMINION HISTORY—In order to promote the attachment of Canadians to their own country, it was considered advisable by the school authorities of the different Provinces that a text book should be introduced into all the schools of Canada in which the History of Canada would be presented as a Dominion and not as separate Provinces. For the preparation of this History the various Provinces contributed \$2,000. After much labor a suitable history was at length prepared and accepted by the Education Departments of every Province. This History is authorized for the Fifth Form of Public Schools and for the High Schools of Ontario, and is sold for 50 cents. To this addition to the Text Books no loyal Canadian can object.

#### *Number of Text Books Used.*

In 1875, the last full year of Dr. Ryerson's administration there were used in the different subjects of the Public School Course 55 text books.

In 1883, the last year of Mr. Crooks' administration, there were used in the Public Schools of Ontario, 53 text books.

In 1898, there are now in use in the Public Schools 11 text books. In each case the Readers are counted as one text book.

The policy of the Department is to authorize but one text book in each subject, so that pupils in changing from one locality to another, or from one school to another, may not be required to purchase new books.

#### *Great Reduction Made.*

To show the extent to which the publication of text books has been simplified within the last few years, it may be stated that in 1883, before the present Minister of Education took charge, several text books in the same subject were used in the Public Schools.

In Grammar .....	11	different text books.
In Geography .....	9	" " "
In Arithmetic .....	4	" " "
In History .....	5	" " "
In Reading .....	3	series of text books.

In each of these subjects there is but one text book now in use.

#### *High School Text Books.*

In 1875 there were used in the High Schools of Ontario, 80 different text books; in 1883, 131; in 1898, 25. Of the 25 in use now two are common to both the Public and High School course, and with the exception of Algebra and Composition, there is but one text book in each subject.

#### *Canada for the Canadians.*

The policy of the Education Department is to encourage the production of text books in Canada, and to accomplish this as far as possible, the Canadian author has been given the preference over a foreign author.

In 1883, out of the 184 books used in the Public and High Schools, 49 were written by Canadians and 135 were written either by American or British authors.

In 1898 every book used in the Public and High Schools, with two exceptions, is the work of a Canadian author. The two exceptions are the Euclid and the Greek Beginner's Book, both used in High Schools.

#### *Encourage Home Manufactures.*

In 1883, 87 of the text books used in the Public and High Schools were imported from abroad.

In 1898, every text book used in the Public and High Schools is manufactured in Canada, thus giving employment to our own printers, binders, paper manufacturers, etc.

#### *Reduction in Price.*

	Price in 1883.	Price in 1898.	No. of Pupils in Subject, 1898.	Money saved.
Drawing Books.....	\$ .15	\$ .5	447,455	\$44,743 50
Writing Books .....	.10	.7	464,286	13,928 58
2nd Reader.....	.25	.20	91,808	4,590 40
3rd " .....	.35	.30	99,104	4,955 40
4th " .....	.45	.40	89,522	4,476 10
5th " .....	.60	.50	19,014	1,901 40
Total saved in above.....				\$74,597 38

*List of Text Books in New York State.*

A comparison between the cost of text books used in the majority of the Elementary Schools of the State of New York and the Province of Ontario may be useful:

	New York.	Ontario.
Readers.....	\$2 57	\$1 65
Arithmetic.....	95	25
Geography.....	1 80	75
Grammar.....	1 00	25
History.....	1 00	80
Drawing.....	1 05	30
Writing.....	48	45
Physiology and Temperance.....	1 10	25
Algebra and Euclid.....	Not used	25
Total cost.....	\$9 95	\$4 95

*Text Books by Prison Labor.*

Dr. Meacham, Member for Lennox, suggested that our text books should be made at the Central Prison, and in this way could be furnished to the children of Ontario at a greatly reduced price. The plant and machinery for the publication of text books is very expensive, and before this work could be undertaken an outlay of about \$50,000 would be necessary. In California, where the State produces all the text books under its own supervision, the initial outlay for plant and material was \$170,000. Apart from the initial cost, however, nobody would think of entrusting the manufacture of text books, which require skilled labor of the highest quality, to the untrained and very often degraded classes which constitute the bulk of the prisoners at the Central Prison.

*Government Grants for Education*

It is said by the Opposition that the High Schools have received a more generous treatment relatively from the Government than the Public Schools since the Liberal Party came into power. This is not correct, as the following statement shows:

	1871	1896
	\$      c.	\$      c.
<b>Money distributed among Public, Poor and Separate Schools .....</b>	178,975 00	312,938 00
(Increase 74 per cent.)		
<b>Money paid to High Schools .....</b>	69,986 00	100,000 00
(Increase 43 per cent.)		
<b>Amount per Pupil.....</b>	9 71	4 07
<b>Money paid for all School Purposes.....</b>	351,306 00	702,457 00
(Increase 100 per cent.)		
<b>Cost of Civil Government, Education Department..</b>	20,622 00	20,045 00

To be able to carry on the work of the Education Department at a lower cost for Civil Government in 1896 than in 1871, notwithstanding the growth of the Province, is no small tribute to the Liberal Party.

#### *Growth of Education.*

Notwithstanding the criticisms of the Opposition, there is no doubt as to the steady progress of education under the present Minister. Since he took charge of the Department in 1883 the following evidences of growth are worthy of notice :

	1882	1896	Increase.
<b>Number of Public Schools.....</b>	5,203	5,996	793
<b>Number of Teachers.....</b>	6,587	8,988	2,131
<b>Number of First-Class Certificates.....</b>	246	297	51
<b>Number of Second-Class Certificates.....</b>	2,169	3,309	1,140
<b>Number Trained in Normal School.....</b>	1,873	3,418	1,545
<b>Number of Pupils Passed Entrance Exms.....</b>	4,371	10,240	5,869
<b>Number of High Schools.....</b>	104	130	26
<b>Number of New High School Buildings since 1882.....</b>		45	...
<b>Number of High School Teachers.....</b>	332	574	242
<b>Number of Pupils in High Schools.....</b>	12,348	24,567	12,219
<b>Number of Pupils who left for Agricultural Pursuits.....</b>	646	1,139	493
<b>Number who left for Mercantile life.....</b>	881	1,326	444
<b>Number of Public Libraries.....</b>	94	368	274
<b>Number of Volumes taken out by Readers.....</b>	251,920	1,107,365	855,445
<b>Number of Students—School of Science.....</b>	18	142	124
<b>Number of University Students.....</b>	342	741	399

## THE UNIVERSITY OF TORONTO.

*(From speeches by Hon. G. W. Ross.)*

Mr. Whitney advocates the complete separation of the University from Government control, on two grounds, (1) that it be protected against the malign influence of designing politicians; and (2) that it might receive contributions to its endowments from the millionaires of the Province.

Let me answer these propositions historically. The present constitution of the University was the work of the late Robert Baldwin, and was adopted by the old Parliament of Canada in 1849, for two purposes, to remove the University from denominational control and to protect its endowments which were being wasted by irresponsible trustees.

Amendments were made to this Act in 1853, under Sir Francis Hincks, and various amendments in subsequent years; but the principle of parliamentary control was retained in every change, and, so far as I know, never questioned. Since the Baldwin Act of 1849, we have had a succession of great parliamentary leaders in power and in opposition. We had Hincks and Sir John Macdonald, and George Brown and Sandfield Macdonald, and Edward Blake and Sir Matthew Crooks Cameron, and Sir Oliver Mowat and Sir William Meredith, but it remained for Mr. Whitney, whose parliamentary experience, to say the least, is not comparable with any of the persons named, to propose the complete separation of the University from the control of the Executive Government. You can judge for yourselves whether his political experience warrants him in setting aside the policy of his predecessors, and completely changing the relations of the University to the State by which it was founded.

1. Let us examine somewhat in detail what the proposed separation means. By report of a Committee of the Board of Trustees submitted to the House in 1894, the value of the University endowments, including buildings, investments, real estate and equipment, was estimated at \$3,856,873.99, or in round numbers, \$4,000,000. This endowment is the product of lands appropriated to the use of the University by the advice of Governor Simcoe, in 1797, or one hundred years ago. Mr. Whitney proposes that this valuable estate, which is the gift of the people of Ontario, shall be removed from the control of Parliament, which represents the people, and handed over to somebody, he does not

say to whom, but to somebody beyond the reach of political control. He might as well say that the Parliament Buildings and all our public institutions should be transferred in a similar way, and if the public buildings, why not the Crown Lands? Are you prepared for this? Why should Parliament abrogate its functions with regard to such an important trust? Let Mr. Whitney answer!

2. The surrender of Parliamentary control over the University means that its course of studies shall be regulated by some board, he does not say how appointed, removed from political control. Mr. Whitney forgets, however, that its courses of study are now regulated by the Senate, on which the Government is represented by only nine members out of a total of sixty-one, and that, so far as I know, no recommendation of the Senate for the last twenty years has been disapproved by the Government; but as the course for matriculation to a certain extent determines the course of study in our High Schools and Collegiate Institutes, would it be prudent to imperil the organization of our magnificent system of higher education by placing its courses of study in the hands of an irresponsible body, no matter how wise or how learned it may be. If the unity of our system is to be preserved, the articulation of all its parts must be regulated by some central authority and under responsible government, that authority is the government of the day. It took more than fifty years of labor and legislation to bring the School System of Ontario to the position in which it commands the admiration of all who understand it, and of all who have studied its characteristics. Mr. Whitney inaugurates his leadership by striking a blow—what I would consider a fatal blow—at the higher education of the Province—a blow that would affect every Public and High School in the Province.

3. When Mr. Whitney proposes to remove the University from the control of Parliament, has he considered the effect upon other educational bodies? The University has from time to time affiliated a number of colleges and schools, all of which are interested in its success, and entitled also to be heard before such a drastic change is made in its organization. I need only mention a few. First in point of intimacy of relation stands Victoria University. It will be remembered that in 1887, with the approval of the Methodist Conference of Canada, and after prolonged discussion, it was agreed that Victoria University should be removed from Cobourg and federated with the University of Toronto. As a guarantee of good faith, it was provided that the

University of Victoria should be represented on the Senate of Toronto University by its Chancellor, one person appointed by the authorities of Victoria University, the Principal of Albert College, and five persons elected by the graduates, or eight in all. Supposing a majority of the Senate so far forgot itself as to legislate adversely to the interests of Victoria University, and supposing there was no appeal from the Senate to the Government of the day, in what position would Victoria University find itself with eight representatives in a Senate of sixty-one members? Victoria University is splendidly equipped. By its federation with the University of Toronto its students have the same privileges as the undergraduates of Toronto with respect to the instruction given in every department of the University Course. Mr. Whitney would imperil all these privileges, and would imperil the relations between Victoria and the University of Toronto, by his proposed scheme of separation from Government control. I tell him now, and I am fully impressed with the responsibility of the statement, that the federation of Victoria University would not be worth an hour's purchase if Mr. Whitney's views prevail after the next election.

Less intimately, but of equal importance to the parties concerned, are the affiliation of Knox College and St. Michael's College. Ever since the establishment of Knox College, its undergraduates have availed themselves of the instruction given in Toronto University, and since its federation in 1883, the privileges which it enjoys are guarded partly by Act of Parliament and partly by the Senate. The same may be said of St. Michael's, the only Catholic College in Canada similarly situated. Does Mr. Whitney propose to say to the constituencies which these two Colleges represent, that they are no longer to look to Parliament for protection, but that their interests are to be handed over to an irresponsible body over which Parliament is to exercise no direct control? Then we have the interests of the Medical Colleges, of the Druggists, of the Dentists, of the Engineers, of the Agricultural College and the Veterinary College, or in all of thirteen federated and affiliated institutions to be disposed of as if it were a mere matter of routine. All the institutions of higher education in their relation to Arts, Theology and Medicine, and all other professions, minor and major, that cluster around the University, and have gravitated towards it, representing last year 1,393 students, are to be turned adrift without the guiding and regulating hand of that Parliament by which they were brought into existence, and under which

they have achieved signal success. This would be a triumph of irresponsible government, more in harmony with the practices of the Family Compact than any form of legislation with which I have had any experience in 25 years. For such a proposition Mr. Whitney has no precedent in the organization of any State University in the world, nor can he quote in its support the name of a single leader in his own party or in the Liberal party, from the days of Baldwin, to the day of his first speech in the present campaign. Let me enquiré of him if there has been a single petition presented to Parliament for such a change? Has the Senate of the University asked for it? Has Victoria College or Knox College, or St. Michael's College, or any one of the affiliated colleges asked for it? Have the graduates asked for it? Some of them have seats in Parliament. Do they ask for this change? Is this a part of his general policy, that whatever is must be changed? Are the old landmarks to be removed and the institutions which our fathers founded to be overturned because a new leader has arisen—a leader who has no claims upon our confidence because of his connection with University work of any kind whatever.

4. "But," says Mr. Whitney, "we want the University to prosper. It is a great institution, but it needs more money. Nobody will help it so long as it is a State institution. Remove it from State control and rich men will be tumbling over each other, so eager will they be to add to its endowments. Look at McGill, and so on." Now, this is a pretty picture, but it is "the stuff that dreams are made of," and they are not reducible to substantial bank balances. I admit McGill has been generously endowed. All honor to the men to whom it owes its prosperity. But we have in Canada 16 universities, only two of them—the University of Toronto and Manitoba—in any positive sense under State control. How many of them have fared like McGill? Laval University, which is an outgrowth of the Seminary of Quebec, founded in 1663, has still to depend upon the endowments it received from Louis XIV. and the early bishops of the Roman Catholic church over 200 years ago. The Universities of Nova Scotia and New Brunswick, four in number, and some of them over one hundred years old, will scarcely average \$100,000 each in endowments, although they are more independent in their organization than McGill. And when we come to Ontario, we find that Queen's and Victoria, both older than Toronto, and both independent of the State, cannot boast of an endowment of a full half-million apiece. What has dried up the fountains of private

beneficence in their case? They are as well organized as McGill, and I have no doubt are as useful and efficient. Would it not be the honest and proper thing for Mr. Whitney, before flying his university kite, to look over the whole field of university education and endowment, to see if there was any ground for his expectation that the change which he proposes would bring to the University any additional revenue? Or, perhaps, Mr. Whitney knows of certain millionaires who are waiting to give their money if his policy is adopted. If so, he should say so, that we might hold our caps for this shower of gold which is about to fall.

5. But is McGill University, whose golden harvests have aroused such envy, really more independent of Government control than Toronto? Let us compare its Charter with the Act of Parliament governing Toronto University—and first as to their respective powers to manage their own internal affairs. As already stated, the Senate of Toronto University has power to pass statutes prescribing courses of study for Matriculation and for every Degree in Arts, Medicine or any other branch of learning which the Senate thinks proper, subject to the approval of the Lieutenant-Governor-in-Council; such statute has no effect till so approved. In the case of McGill, every Statute, Rule or Ordinance of the Governors of the University is subject to the disapproval of the Governor-General of Canada, and is not operative for 60 days after it is passed; if within such time it is not disapproved by the Governor-General, then it becomes binding, subject, however, to be revised or set aside by Her Majesty's Privy Council. Is this the independence Mr. Whitney says has given McGill such large endowments?

The Governor-General has similar power with respect to the appointment of Professors to the University, that is, he may disapprove of any of them within 60 days, otherwise it takes effect. In Toronto, the appointments are made by Order-in-Council; in McGill, by the Governors or Trustees of the University. A partisan government may make political appointments to the University of Toronto, it is true, and a partisan Governor-General may refuse to approve of appointments to McGill that were not partisan. Where is the substantial difference? The main difference between the so-called independence of McGill and the subordinate position which Toronto occupies, is that all the Statutes and Ordinances of McGill go into effect when passed by the University authorities, if not disapproved within 60 days by the Governor-General; in the case of the University of Toronto,

they have no effect until approved ; and, in the second place, the Professors of McGill University are appointed by the Governors or Trustees, subject to disallowance by the Governor-General within 60 days ; in Toronto, they are appointed directly by the Government under an Order-in-Council.

Now, is it reasonable to suppose this fine distinction as to the so-called independence of McGill has moved the wealthy and public-spirited citizens of Montreal to bestow upon it such large sums of money ? Is there not more wealth in Montreal to start with than there is in Toronto ? Then McGill is the only Protestant, undenominational University in Quebec, having to compete with the Roman Catholic University so well endowed two centuries ago. Had that circumstance no effect in moving moneyed men to help it on ? Absolute independence it does not possess, certainly not to the same extent as Victoria or Queen's—why the difference in the gifts which each has received ? Would it not be proper and fair for Mr. Whitney to weigh all these circumstances before jumping to the conclusion that the State which brought the University of Toronto into existence should disown its own offspring or hand it over to the tender mercies of imaginary millionaires whose charity has so far been a negative quantity ?

6. Still another view of the question. Does Mr. Whitney know that there is provision for the endowment of Chairs and Scholarships in the University of Toronto, now so that donors may direct the application of any gift without the interference of the State, once the gift or endowment has been accepted by the Crown on behalf of the University ? For proof I would refer him to Sections 82 to 85 of the Federation Act, 1877. As a matter of fact, the University is now in possession of 29 Scholarships, ranging in annual value from \$105 to \$230, from friends of the University, not one of which is controlled by the Government. The aggregate value of these Scholarships is \$77,000, and all of them are applied as directed by the donors, and cannot, without the consent of the donors or their representatives, be diverted to any other purpose. A similar privilege is allowed by the Act with respect to Chairs in any faculty of the University. In the dispute which arose between the University and the City of Toronto, with respect to the occupation of the Queen's Park, with which I had to deal as Minister of Education, the claims of the University were settled by accepting from the City, in lieu of the forfeiture of its lease of the Park, the endowment of two Chairs, one in English Literature and the other in

Geology and Mineralogy, to be maintained by the city for 999 years. In some Universities, not only is the purpose to which such gifts is to be applied prescribed by the donors, but the mode of appointing Professors to the Chair so to be established is also prescribed, and there would be nothing to hinder the application of such a rule to any gift bestowed upon the University of Toronto. The University has also received \$61,000 for the restoration of its Library after the disastrous fire of 1890, every dollar of which has been applied as directed by the donors. It also occupies a hall for religious purposes, the gift of the Young Men's Christian Association. Its gymnasium and hall for the meetings of literary clubs were partially paid for by the graduates, and in the use of them there is no Government interference. In fact, the management of the University is almost as fully under the control of the Senate and Faculty now as if it were completely severed from the State.

7. But if the University of Toronto has not received large gifts from men of wealth, it is at all events free from the tyranny which in a few instances men of wealth have attempted to exercise over the teachings of the University which they have endowed, or which it was hoped they would endow. For instance, in 1895 Prof. Beemis was removed from the University of Chicago because he spoke too plainly respecting trade combines and monopolies to suit Mr. Rockefeller, who had endowed the University with nearly \$12,000,000 of the money which he had made as the President of the Standard Oil Company, the largest monopoly in the world. The *Literary Digest* of October 19th, 1895, gives full details of this case, with comments of leading American papers. Prof. Beemis, in explanation of his resignation said :

"The benumbing influence of a certain class of actual or hoped-for endowments, whether this influence is directly exerted by donors or only indirectly felt by University authorities, is a grave danger now confronting some of the best institutions.

"A wealthy and leading trustee of the University spoke to me in 1893 of 'our side' in some club discussion of a noted strike. 'By our side you mean —— ?' I asked. 'Why, the capitalist's side, of course,' was the quick reply.

"To a gentleman of unquestioned veracity, the President of the University (Dr. Harper), when referring to me, said in substance: 'It's all very well to sympathize with the working men, but we get our money from those on the other side, and we can't afford to offend them.'"

A few weeks ago Prof. Andrews, President of Brown Univer-

99  
ich  
ode  
iso  
on  
To  
ra  
lar  
eun  
n's  
ngs  
l in  
act,  
the  
ely  
  
ifts  
ich  
over  
, or  
895  
use  
s to  
with  
resi  
the  
des  
ers.  
  
bed-  
by  
ave  
  
e to  
oted  
the  
  
t of  
sub-  
hen,  
an't  
  
ver-

sity, was called upon to defend himself because his views on the Silver Question were not agreeable to the Board of Trustees, even although these views were advanced in an academical sense rather than with any political motives. Of course such open interference with the independence of the teaching faculty is rare. It is possible, however, that where not apparent, more than one Professor has in his mind the sources from which the revenue of his University comes, in dealing with economic or political problems.

8. If we have no evidence that the University could gain financially by the proposed change, have we any evidence that it would gain academically? Is it less prosperous relatively than any of the other "Universities of Canada, or of any of the Universities of the United States similarly situated? Let the attendance of students from year to year be my answer. In 1854 the attendance of students was 84; in 1896, 957, and if we add the attendance in affiliated colleges, the number would be 2883. Does that show any sign of decay? Can Mr. Whitney show such expansion on the part of any other University in Canada or the United States privately endowed?

In 1871, the number of Professors and Instructors was 15; in 1896, 46. How many students have been driven away from the University by this political Nemesis, which exists only in his imagination? How many Professors resigned because the political control was irksome? Then see the expansion in buildings in the last few years. On the Department of Biology, \$130,000 have been expended; on Chemistry, \$80,000; on the Library, \$60,000, gymnasium, \$36,000; and yet one would think, from the jeremiads of the hon. gentleman, that the grass was growing on its threshold, and that its halls were as dull and silent as a charnel house.

9. Then, has the efficiency of its instruction suffered? Go where you will, to the Universities of the Dominion or the United States, and you will find the graduates of Toronto taking prizes and Honours and Scholarships in face of the competition from Harvard and Yale, and Chicago and Cornell, notwithstanding their political independence. During the present year five graduates have been appointed to Professorships or Lectureships in the neighboring Republic. If political control were such a nightmare, how could we have such results? If Professors are political appointees as is suggested, they have shown wonderful fitness for their work, for their students excel the best men from universities that have no political relation with the State.

Take the following list of thirty graduates of the University of Toronto, recently appointed to positions in the United States, as a token of its educational power:

NAME.	RANK.	SUBJECT.	INSTITUTION.	ADDRESS.
Saunders, S. J. ....	Professor	Mathematics	Hamilton College	Clinton, N. Y.
Fairclough, H. R. ....	"	Classical Lit.	Leland-Stanford Univ.	Palo Alto, Cal.
Davidson, F. J. A. ....	Assoc. Prof.	Romanes Lang's.	"	"
Lawson, A. C. ....	"	Min. & Geol.	University of California	Berkeley, Cal.
Aikins, H. A. ....	Assistant	Philosophy	Western Reserve Univ.	Cleveland, O.
McLean, J. A. ....	Professor	Political Science	University of Colorado	Boulder, Col.
Fraser, G. A. H. ....	"	Classics	Colorado College	Col. Spgs., Col.
Mustard, W. P. ....	"	"	Haverford College	Haverford, Pa.
Barker, L. F. ....	Assoc. Prof.	Anatomy	Johns Hopkins Univ.	Baltimore, Md.
Cullen, T. S. ....	Instructor	Gynaecology	"	"
Futcher, T. E. ....	"	Medicine	"	"
Logie, T. ....	Professor	"	Williams College	Williamston, Mass.
Chamberlain, A. F. ....	"	Ethnology	Clark University	Worcester, Mass.
Metzler, W. H. ....	Professor	Mathematics	Syracuse University	Syracuse, N. Y.
Metzler, G. F. ....	"	"	Mariette College	Mariette, O.
Frisby, E. ....	"	Astronomy	Meteorological Bureau	Washington, D.C.
Hall, T. F. ....	"	Chemistry	Tabor College	Tabor, Ia.
McMurrich, J. P. ....	"	Anatomy	University of Michigan	Ann Arbor
Lillie, T. R. ....	Instructor	Zoology	"	"
Stratton, A. W. ....	Assistant	Sanskrit	University of Chicago	Chicago
McLennan, S. F. ....	"	Philosophy	"	"
Laing, G. ....	Trav. Fellow	Classics	Am. Assoc. Archaeology	"
Langley, E. F. ....	Asst. Prof.	French	Dartmouth College	Dartmouth, N.H.
Ling, G. H. ....	Assistant	Mathematics	Wesleyan University	Middletown, Conn.
Shaw, W. J. ....	"	Psychology	Brown University	"
Schofield, W. H. ....	Trav. Fellow	Mod. Lang's.	Harvard University	"
Hull, G. F. ....	Professor	Physics	Colby University	"
Kerswell, W. D. ....	"	Hebrew	Lincoln University	Lincoln, Pa.
Gillespie, W. ....	Assistant	Mathematics	Princeton University	Princeton, N.J.
Sykes, W. H. ....	Lecturer	Univ. Extension	"	Pennsylvania

10. Mr. Whitney says, "That the Minister of Education will not allow the University to be withdrawn from Government control because he wants to use it for party purposes." At Owen Sound he said, "The University of Toronto was used from January to December as an annex to the Education Department for the advancement of Mr. Ross' political schemes." Now, what proof has Mr. Whitney given of this charge? In what way has Mr. Ross used the University for political purposes? A charge so grave should be sustained by some statement of fact from a party leader. Mr. Whitney must know the truth whereof he speaks, or he should not make the charge and repeat it with painful and pitiful iteration wherever he speaks. As a lawyer he must know that in the pettiest Court in the land the plaintiff is expected to prove his case. Here he is before the highest Court—the Court of public opinion—and makes a bold, or to use his own words, a bald charge, without submitting a tittle of proof. Now, what control has the Minister of Education over the University, and how has it been exercised?

1. The Government appoints nine members to the Senate once in three years. The last appointees were Justice Boyd, Justice McLennan, Mr. Dewart, Geo. Gooderham, Esq., Dr. Hoskin, Q.C., A. T. Wood, M.P., B. E. Walker, Manager Bank of Commerce, John Sneath, Inspector of High Schools, and Rev. Father Ryan. Can Mr. Whitney find any politics in this list? If so, let him give us particulars.

2. The Minister of Education has to report to his colleagues upon any statute passed by the Senate, and recommend it for approval or disapproval. Can Mr. Whitney mention a single statute of which the Minister has disapproved in the last 14 years? I cannot think of one. Then where is the political virus of which Mr. Whitney speaks?

3. The Minister might possibly try to dominate the teaching of the University, as it is alleged has been done by Mr. Rockefeller and his allies in Chicago. If so, let us have the proof; or,

4. He might make appointments to the teaching staff of the University depend upon the political views of the candidates. If this is the charge, why not make it boldly and "baldly," and let it be investigated. I have nothing to fear. I would invite such enquiry. If true, it could surely be sustained, as out of a staff of 46 professors or lecturers in Arts, 37 have been appointed during my administration, and out of a staff of 41 in the Medical Faculty, all were appointed during my term of office. Besides, I have appointed, with the approval of my colleagues, a Librarian and several assistants, a Registrar, a Beadle and several minor officers, in all probably 100 persons, nearly all of whom are in the service still and worthy of public confidence. Let Mr. Whitney name a single political nominee on the whole list, and furnish proof that even a Division Court would accept, and I will exchange places with him in the House the very next minute. He must furnish proof or stand condemned before the public as trifling with his reputation as a leader of a great political party.

---

## DEPARTMENT OF AGRICULTURE.

*The Agriculture of Ontario.*

Ontario lies in the great productive belt of North America. All the New England States, Michigan, Wisconsin, Minnesota, the two Dakotas, Montana, Oregon and Washington lie north of the parallel which forms the most southern boundary of this Province. The greatest grain belt of North America lies here. The finest herds of stock are found therein. The fruits and vegetables are grown there in greatest variety. Ontario, then, by latitude is "all right." But, further, examine the southern contour. The greatest chain of fresh-water lakes in the world wash her shores and modify the climate. All things considered—soil, climate, location, people and possibilities—the settled portion of Ontario is the finest agricultural section of this continent. There is no other Province, there is no State of the Union, that to-day produces in such perfection the grains and grasses, the roots and fruits, the poultry and live stock that are to be found in this banner Province. Furthermore, we have a class of farmers of mixed origin that, for energy, enterprise and intelligence, are not to be surpassed on this continent.

With such a start, it is but right and proper that there should be a Government supervision and assistance that will help to improve the condition of the laborers, to make the most of this great natural heritage, and to properly recognize the true status of this industry, which is the most important, not in Ontario alone, but in Canada as a whole.

First, let us see where we stand, and what changes have taken place in the past decade. Then we shall refer in greater particular to the separate parts that make up the whole of Ontario agriculture.

There are in Ontario to-day about 175,000 farms, in addition to which there are about 50,000 smaller holdings that are cultivated and that are productive.

The farm lands of Ontario, according to the statistics of the Ontario Bureau of Industries, were as follows:

	1885—Acres.	1895—Acres.
Cleared land.....	10,856,283	12,426,992
Swamp, Marsh and Waste .....	2,036,012	2,828,904
Woodland .....	8,833,004	7,857,419
 Total farm land assessed.....	 21,725,299	 23,113,315

Now let us take the stock on the farm:

	1885—No.	1895—No.
Horses .....	548,800	647,696
Sheep .....	1,755,605	2,022,735
Swine .....	822,262	1,299,012
Milch Cows .....	75,005	888,228
Total Cattle .....	1,976,480	2,99,301

There is increase in all classes, but most noticeable is the increase in milch cows and in swine, both due to the development of our great dairy industry. Let us take the values of farm property:

	1885.	1895.
Farm lands .....	\$626,412,024	\$57,938,472
“ buildings .....	182,477,905	204,148,670
“ implements .....	48,569,725	50,944,385
“ live stock .....	100,690,016	103,958,047
Total .....	\$958,159,740	\$931,989,574

Next we turn to the crops produced by the farmers and we take the acreage of the principal crops grown in the Province.

	1885—Acres.	1895—Acres.
Fall Wheat .....	875,136	743,199
Spring Wheat .....	799,463	223,957
Oats .....	1,543,745	2,73,309
Barley .....	597,873	478,046
Peas .....	646,031	799,963
Corn .....	167,831	451,928
Potatoes .....	159,741	184,647
Roots .....	127,762	199,191
Hay and Clover .....	2,268,091	2,537,874
Pasture .....	2,911,199	2,728,655

The above table shows a falling off in the total acreage of wheat and barley of 827,270 acres, nearly 40 per cent. These were market crops to a large extent, whereas the crops to be fed on the farm, oats, peas, corn, roots and hay, have all increased, even taking up the place of over 180,000 acres of pasture. The cause of this is undoubtedly the increase in live stock. Corn has been increased in Ontario by 170 per cent. and the development of dairying is responsible for it. If we take the acreage for the present year we find a still greater increase from 167,831 acres in 1885 to 496,629 in 1896, or nearly three times what it was eleven years before. We find, then, that in ten years there has been an increase in dairy stock and also in dairy cattle food. We turn next to the statistics of the cheese industry of Ontario.

In 1885 there were 752 cheese factories in all that used 654,703,243 pounds of milk, and turned out 63,721,621 pounds of

cheese, worth \$5,893,818; in 1895 there were 1,164 factories in all, that used 1,174,000,592 pounds of milk, and turned out 109,230,340 pounds of cheese, worth \$8,607,389. The creamery production of butter in Ontario is an entirely new industry since 1885. We have said that Ontario lies in the great grain producing belt of the continent. Having the right latitude, being so favorably situated in relationship to the great lakes, having such fine soil, and being farmed by the descendants of the most intelligent settlers from the valley of the Hudson, from England, Scotland and Ireland, and even from Germany, it will be interesting to compare results with other Provinces and with neighboring states.

THIS TABLE SHOWS THE COMPARATIVE YIELD PER ACRE.

	1895.	1894.	Average 1882-95.		1895.	1894.	Average 1882-95.
<i>Fall Wheat.</i>	Bu.	Bu.	Bu.	<i>Barley.</i>	Bu.	Bu.	Bu.
<b>Ontario</b> . . . .	<b>19.0</b>	<b>21.2</b>	<b>20.1</b>	<b>Ontario</b> . . . .	<b>25.3</b>	<b>22.6</b>	<b>25.5</b>
New York . . . .	18.1	14.8	15.1	Manitoba . . . .	36.7	24.9	27.8
Pennsylvania . . . .	16.6	15.0	13.3	New York . . . .	23.9	17.5	21.7
Ohio . . . .	13.3	19.	13.9	Wisconsin . . . .	29.3	28.6	24.2
Michigan . . . .	13.2	15.8	15.2	Minnesota . . . .	36.0	23.5	23.9
Indiana . . . .	9.2	18.4	13.5	Iowa . . . .	28.0	15.5	22.2
Illinois . . . .	11.0	18.2	13.7	Nebraska . . . .	28.4	5.7	20.8
Missouri . . . .	12.0	15.3	12.1	California . . . .	20.3	15.2	20.4
Kansas . . . .	7.7	10.4	13.7				
California . . . .	13.0	11.3	12.3	<i>Oats.</i>			
<i>Spring Wheat.</i>				<b>Ontario</b> . . . .	<b>35.7</b>	<b>30.0</b>	<b>34.3</b>
<b>Ontario</b> . . . .	<b>15.5</b>	<b>14.6</b>	<b>15.2</b>	Manitoba . . . .	46.7	28.8	35.5
Manitoba . . . .	27.8	17.0	20.2	New York . . . .	31.7	22.1	27.1
Wisconsin . . . .	15.5	16.5	13.0	Pennsylvania . . . .	31.7	22.3	26.3
Minnesota . . . .	23.0	13.5	13.6	Ohio . . . .	31.7	30.3	29.9
Iowa . . . .	19.5	14.8	12.4	Michigan . . . .	23.9	26.1	30.3
Nebraska . . . .	12.0	7.0	11.4	Indiana . . . .	22.0	32.3	26.8
The Dakotas . . . .	16.7	9.4	12.7	Illinois . . . .	24.4	36.1	31.7
				Wisconsin . . . .	33.8	32.3	30.6
				Minnesota . . . .	39.9	28.1	31.5
				Iowa . . . .	46.2	25.6	31.8
				Missouri . . . .	27.7	23.3	24.8
				Kansas . . . .	17.9	17.9	27.1
				Nebraska . . . .	23.8	12.6	27.2

*Area and Yield of Field Crops.*

The following gives the area and produce of the different field crops of Ontario for 1896:

Field crops.	Acres.	Bushels.	Yield per acre.
Fall Wheat .....	876,955	15,078,441	17.2
Spring Wheat .....	255,361	3,519,322	13.8
Barley .....	462,792	12,669,744	27.4
Oats .....	2,425,107	82,979,992	34.2
Rye .....	148,680	2,230,873	15.0
Peas .....	629,601	17,493,148	21.1
Buckwheat .....	145,606	2,603,869	17.9
Beans .....	68,369	1,197,535	17.5
Potatoes .....	178,965	21,305,477	119.
Mangel-wurzels .....	36,101	16,849,401	467.
Carrots .....	12,333	4,618,441	374.
Turnips .....	148,234	69,814,841	471.
Corn for husking (in the ear) ..	317,667	24,071,384	75.8
Corn for silo and fodder (green) ..	178,962	1,948,780	10.89
Hay and clover .....	2,426,711	2,260,240	.93

The area devoted to pasture is 2,619,744 acres. The estimated area in orchard, garden and vineyard is 320,122. The number of apple trees of bearing age is placed at 5,913,306, while there are 3,548,053 young apple trees planted in orchards. The yield of apples in 1896 is estimated to be 55,895,755 bushels, or an average of 9.45 bushels per tree of bearing age.

Lastly, by way of statistics, let us give a few of the 1897 crops:

Wheat, Fall and Spring .....	29,700 000 bushels
Oats .....	87,000 000 "
Barley .....	12,000,000 "
Rye .....	3,500 000 "
Peas .....	17,000,000 "
Beans .....	1,000 000 "
Hay and Clover .....	3,800,000 tons

The wheat crop of Ontario alone, at seventy-five cents a bushel, would represent nearly twenty-two million dollars, an amount just about equal to the total mineral production of all Canada—gold, silver, iron, coal, copper, nickel, salt, petroleum, etc.

The hay crop of Ontario is still more valuable, being worth over thirty million dollars.

Our total dairy product foots up to over twenty-five million dollars.

The sale of live stock from Ontario farms for the year ending July 1, 1895, amounted to twenty-seven million dollars.

The agricultural industry of Ontario is of paramount importance and well worth the most careful oversight and encouragement.

*The Minister and his Department.*

When Confederation took place, and the Government of Ontario was first formed, agriculture was attached to one of the other departments as a subdivision. Hon. John Carling was Minister of Public Works and Commissioner of Agriculture. The work was entrusted to a secretary, Mr. George Buckland, who for many years may be said to have comprised the Department of Agriculture. The work then consisted of the supervision of the agricultural societies and the Provincial Association. To the former the grant in 1868 was \$54,074; to the latter, \$10,000. There was a grant of \$350 also to the Fruit Growers' Association. To this must be added the secretary's salary of \$800, and \$236 for office and other expenses. The total appropriations for agriculture, therefore, in 1868, amounted to only \$65,460. It remained at this figure for the two following years. In 1871, \$47,350 was expended in the purchase of the Mimico property for starting an Agricultural School and an Experimental Farm. In the following year, however, the Liberal Government, that had now come into office, appointed a commission of practical farmers to report upon the suitability of this property. The report was adverse, and in 1873 a much better site, near Guelph, was selected, and work at once begun upon the institution which is now situated there and is in such a flourishing condition. The gradual building up and the equipment of the Guelph school at once added a considerable amount to the annual appropriations for agriculture.

In 1880, the Royal Commission on Agriculture carried out its work, the most extensive and most important of any commission that ever worked in this Province. The report, in five volumes, followed, and an unprecedented demand for it sprung up. Two more editions followed in 1881 and 1882. Even yet, requests come in sets of this report. The cost to the Province was nearly \$90,000, but the impetus that it gave to improve agriculture, stock breeding, fruit production and dairying has repaid the Province ten times over. For nearly twenty years it has been a work of reference in a time of great advance and of many changes.

In 1882 the Ontario Bureau of Industries was organized. This is the statistical branch of the Government service; and, as its

investigations were mainly in agriculture, it was used as the basis of the organization of the Department of Agriculture in 1888, when a Minister of Agriculture was added to the Council. Hon. Chas. Drury was first Minister. He was succeeded, in 1890, by the present Minister, Hon. John Dryden.

In 1885, the Farmers' Institutes were started, which, by 1889, assumed more definite shape, and became a permanent part of agricultural educational work. Out of this growth came a demand for reports, for literature; and in 1890 the Department began the issuing of reports of the College and of the various associations in large numbers. At the same time the dairy branch at Guelph was being enlarged, and from it, in 1891, was sent out the first travelling dairy. The butter and cheese makers of the Province, two years later, came to the dairy school at Guelph, but at first the travelling dairy school was sent to the farmers and their families.

In 1895 the Pioneer Dairy Farm of Algoma was started at Lake Wabigoon, half-way between Port Arthur and Winnipeg—in the wilderness. To-day there are settlers in six townships, and a town is growing up beside the Wabigoon Falls. 20,400 acres have been located, and there is a population of 600.

The Dairy School at Guelph was started in 1893, and it was, in 1895, joined by the school at Kingston, and, a little later, by the school at Strathroy.

Experiments in fruit growing were made possible by the establishment of ten branch stations in different parts of the Province, and, taking a lesson from the success of the travelling dairies of 1891-6, the Minister in 1895-97 sent out travelling spray-ers to teach the fruit growers how to spray.

In 1896, also, the Government Roads branch was started by the appointment of a Provincial Instructor in Road-making.

The above is a very brief statement of the growth of the work. In 1868 the entire grants for agriculture were \$65,324; in 1897 the appropriations were \$234,537.

The Department of Agriculture at Toronto consists of the Minister, Hon. John Dryden, a Deputy Minister, who is also Secretary of the Bureau of Industries, and the members of the permanent staff. In the compilation of farm and other statistics temporary assistants are employed as they may be required. The work of this Department consists in the consideration and preparation of such legislation as may from time to time be thought necessary; the oversight of the agricultural societies and the various associations; the direction and inspection of the Agri-

cultural College and Experimental Farm, including the three dairy schools; the preparation and distribution of all the reports sent out by the Department, a list of which will be found elsewhere; the collection, tabulation and publication of all the statistical reports issued (farm statistics, dairy statistics, loan company statistics up to 1897, chattel mortgage statistics, municipal statistics), in short, the work of the Department is to carry on the agricultural work of the Province and to oversee the proper expenditure of all agricultural grants made by the Legislature.

In addition to the above the Department has supervision of the four factory inspectors and their work, and also of the Immigration branch of the Government. The cost of the Department at Toronto has been as follows:

	1894.	1895.	1896.	1897.
Salaries of Staff .....	\$14,750	\$16,300	\$16,450	\$16,600
Expenses .....	1,752	1,191	1,339	1,350
	<hr/>	<hr/>	<hr/>	<hr/>
	\$16,502	\$17,491	\$17,789	\$17,950

The present Minister has been in office nearly eight years. A brief summary of the work inaugurated by him might be made as follows:

1. Increase in the teaching and the experimental work of the Agricultural College and the Experimental Farm.
2. Sending out of Travelling Dairies.
3. Establishment of Dairy Schools at Guelph and Strathroy, also the development of the School at Kingston.
4. Increased printing of reports and their distribution among members of Farmers' Institutes.
5. The establishment of a Farmers' Institute branch of the Department.
6. Investigations into dehorning of cattle, tuberculosis among cattle, and scale insects in fruits.
7. The establishment of an extensive system of experimental fruit stations on an economical basis.
8. Practical instruction to farmers and fruit growers on spraying.
9. Starting of the Pioneer Farm and the formation of the Wabigoon settlement.
10. The creation of a Good Roads branch.

*The Agricultural Societies.*

It was in 1830 that financial aid was first given to agricultural societies by provincial statute. At present there are in Ontario, receiving aid and assistance from the Legislature, ninety-six District Societies and 357 Township and Horticultural Societies. In 1868 the appropriations for these societies amounted to \$54,074; in 1878 the amount was \$59,699. There was but little increase until 1892, when the grant was increased by \$100 to each district, at the request of the various societies. The total amount appropriated in 1897 was \$76,650. In the twenty-five years of Liberal administration, from 1872 to 1896, the total grants to agriculture have amounted to \$3,956,045, and of this \$1,561,023 has been given for agricultural societies. If to this we add \$418,952, given to the various agricultural associations, we have a total of \$1,979,975 out of \$3,956,045, or just \$1,953 more than half of the total. That is, the Government has handed over a little more than one-half of its appropriations to the farmers in organizations to be expended by themselves. This has been largely supplemented by fees for membership, etc. Financial and other statements and reports, audited and certified, are all required to be furnished every year, and the general work is supervised by the Department. These societies, during the past twenty-six years, have done a great deal in improving the agriculture of Ontario, by the introduction of pure-bred stock and improved varieties of seeds, and by stimulating the farmers to the development of superior products of all kinds.

In 1895 there were 96 District Societies and 361 branch societies. The following are their financial statements:

RECEIPTS.	
Cash on hand.....	\$37,965
Legislative grants.....	74,871
Municipal grants.....	19,723
Subscription fees and donations.....	89,440
Gate receipts, rents, etc.....	118,337
Money borrowed.....	32,444
Miscellaneous.....	13,877
 Total receipts.....	 \$386,657

EXPENDITURES.	
Prizes for animals and dairy products.....	\$117,142
Prizes for field, orchard and garden products.....	30,828
Prizes for manufactures.....	6,796
Prizes for fine arts and ladies' work.....	29,296

Other prizes .....	\$ 5,359
Buildings, grounds, insurance, &c. ....	38,363
Borrowed money repaid .....	32,667
Stock, machinery, etc. ....	4,493
Working expenses.....	79,890
 Total disbursements.....	 \$344,834

The statement of assets and liabilities at the end of 1895 was as follows:

ASSETS.	
Cash on hand.....	\$38,639
Land and buildings .....	379,068
Miscellaneous.....	23,948
 Total .....	 \$441,655
LIABILITIES.	
Owing on notes and mortgages .....	\$119,140
Prize moneys due.....	6,658
Owing to Treasurers.....	5,494
Miscellaneous.....	6,346
 Total .....	 \$137,636

### *The Associations.*

In 1868 the Provincial Association received a grant of \$10,000 for the purpose of holding the Provincial Fair. This was continued for over twenty years, until the Agricultural and Arts Association was discontinued, on January 1st, 1896. In addition to this there was a grant of \$350 to the Fruit Growers' Association in 1868. In 1871, just before the Liberal rule began, the additional grants were as follows: Fruit Growers' Association, \$500; Entomological Society, \$500. The statement of grants for 1897 was as follows:

	Year of first grant.	Grant in 1897.
Fruit Growers' Association.....	1868	\$1,800
Ent mological Society .....	1871	1,000
E. Cheese and Butter Association	1877	3,250
W. Cheese and Butter Association	1877	3,250
Can. Horse Breeders' Association.	1896	2,000
Dom. Sheep Breeders' Assosciation	1890	1,500
Dom. Swine Breeders' Association	1890	1,200
Dom. Cattle Breeders' Association	1896	1,500
Ont. Experimental Union.....	1885	1,200
E. Ont. Poultry Association.....	1883	500
Ont. Poultry Association.....	1879	900
Ont. Bee Keepers' Association ..	1886	1,100
 Total .....		 \$19,200

Thus we see that, since 1871, ten additional associations have been formed under the supervision of the Department, and the total annual grants increased from \$1,000 to \$19,200. These associations are all regulated by statute, and are under the direction of the Department. Their financial statements are carefully examined, and their reports supervised, printed and distributed by the Department.

### *The Ontario Agricultural College and Experimental Farm.*

The question of providing a school or college for farmers' sons, together with a farm for carrying on experiments in agriculture, had again and again been discussed by the old Board of Agriculture before Confederation. For a time the Secretary, Mr. George Buckland, filled the chair of Professor of Agriculture at Toronto University, and carried on experimental work on a limited scale near by. Soon after Confederation the question came again to the front. The editor of the *Canada Farmer*, Rev. W. F. Clarke, was appointed to investigate the question and make a report. This report appeared in the departmental report of 1870. In the following year the Mimico farm was purchased. Then occurred a change of Government, and the Liberals appointed a Commission to investigate the suitability of the location. A Committee of the House, the Board of Agriculture, and an American expert reported adversely. Then followed the purchase of the Stone farm at Guelph in 1873. In the following year the work properly began; it has, therefore, been in existence about a quarter of a century. It is one of the oldest agricultural institutions of education in America, and it is not too much to say that, all things considered, it has been the most successful. The methods have been adopted in many U.S. institutions, and visitors from all parts of the world have highly praised it. The work is divided into two parts: first, the instruction or teaching part; and, second, the experimental part.

In the teaching work it should be carefully noted that agriculture and agriculture only is considered. The U. S. Colleges were agricultural and *commercial* colleges, and in many cases agriculture has formed the least important part of their work. At Guelph, in addition to the teaching of the regular courses, there is conducted the dairy school. The travelling dairies have also been sent out from the school. The Farmers' Institutes were started by the staff and maintained by the staff for several years. The Professors still devote part of their time to this work.

The following is the statement of the attendance since 1878:

STUDENTS IN ATTENDANCE AT THE ONTARIO AGRICULTURAL COLLEGE.  
(OPENED IN 1874.)

	From Ontario.	From other Provinces.	From British Isles.	From U. S. A.	From other places.	Total No. of Students.	No. of Special Students included.
1878....	122	18	6	0	0	146	
1879....	141	18	3	0	0	162	
1880....	141	25	8	1	0	176	
1881....	164	33	18	1	1	217	18
1882....	144	27	30	1	4	206	25
1883....	134	34	30	2	2	202	15
1884....	120	32	32	2	2	188	26
1885....	103	28	41	0	3	175	5
1886....	94	20	33	0	2	149	
1887....	78	12	20	0	0	110	
1888....	91	9	26	0	5	131	
1889....	94	10	22	1	7	134	
1890....	107	16	17	1	5	146	
1891....	103	9	16	1	3	132	
1892....	131	10	13	1	4	159	
1893....	207	15	18	1	5	246	60
1894....	242	14	19	2	6	283	103
1895....	214	18	12	3	5	250	100
1896....	202	13	13	2	7	237	69

The above statement of the attendance in the past four years is most satisfactory. It should be remembered that during the past two years the Department has been conducting two additional dairy schools at Kingston and Strathroy. This will account for the decrease in the number of dairy students.

The following statement of the increased attendance at the autumn term of 1897, the one now in progress, is taken from the daily *Globe*, Toronto, Nov. 3rd, 1897:

"As an evidence of the increasing usefulness and growing popularity of the Ontario Agricultural College at Guelph it is stated that nearly ninety new students have entered the college this fall—thirty more than in any previous autumn during the history of the institution. Four new rooms for students have been provided; and, notwithstanding the increased accommodation every bed in the college is now occupied and twenty-six students are lodging outside. Most of those outside have rooms in the immediate neighborhood of the college, board in the college dining hall, and study in the library annex in charge of a master each evening from seven o'clock to a quarter to ten. Of those in attendance eighty-four per cent are direct from the farms of Ontario, as fine a lot of young men as will be found in any col-

lege in the country. This statement refers only to the students in attendance upon the regular courses, and does not include the special dairy class, which will not assemble before January next.

The students and graduates of this college, wherever they are found, are firm believers in the institution, and a very large proportion of those now at the college are there through the influence of the ex-students. It will be seen that the farmers are appreciating the value of the Agricultural College more and more by sending their sons in increasing numbers. This is an effective answer to any criticism that may be offered. It is the farmers' college, and they appear to be well pleased with its management."

Another recommendation of the College and Farm, and one of the causes of its present popularity, is the fact that visitors, farmers principally, come by the thousand every season to inspect the place. In 1894 over 10,000 visitors were received; in 1895, about the same number; in 1896, at least 15,000 came; and in 1897, between June 9th and the 28th, no less than 18,050 persons came under the direction of Farmers' Institutes alone.

Some maintain that the farm should pay. In the first place, it should be remembered that it is an *experimental* farm. Fifty acres alone are given up to small plots for testing varieties of grains, grasses, and roots. As various kinds are found to be most valuable, the experiments are continued on a large scale. The country gets the benefit, as these seeds are then distributed over the entire Province. Similar tests by farmers are encouraged. Thus in 1896 11,000 packages of grains were sent out to be tested and reported upon by farmers. The following is a statement of this co-operative work carried on by farmers in association with the work at Guelph:

	No. of plots.		No. of plots.
1891.....	2,642	1894.....	7,721
1892.....	5,088	1895.....	9,179
1893.....	7,181	1896.....	11,124

Experiments in the feeding of cattle, sheep and swine are conducted. For instruction purposes, and also for the benefit of visitors, all the chief breeds of cattle, sheep, swine, and poultry are kept. This would not be done on a private farm.

The buildings, roads, fences, etc., are more expensive than an ordinary farmer would have. This is a Provincial institution, and any who now complain of the cost of the farm would as certainly complain if everything were not well-kept and of a creditable nature.

The farm was not established to make money; it was not a

financial undertaking; it was not intended to be a farm like the other farms of the Province; but it was intended to be what its name implies—an *experimental* farm. Experiments cost money; they do not necessarily imply an immediate financial return. The farmers of the Province demand that the only educational institution devoted to their special work shall be well equipped, well manned, and shall be well supported financially; and the present standing of the College and Farm among the farming community makes the conclusion certain that the present Minister of Agriculture has succeeded.

Let us now see what this work has cost for the past three years:

	1894.	1895.	1896.
College staff salaries.....	\$ 16,132	\$ 17,595	\$ 18,940
College expenses.....	14,203	14,472	13,836
	\$ 30,335	\$ 32,067	\$ 32,776
College revenue .....	8,157	7,036	6,843
	\$ 22,178	\$ 25,031	\$ 25,933
Farm proper.....	\$ 9,084	8,077	8,259
Experiments—field and feeding.....	5,409	6,412	6,967
Experimental Dairy.....	5,884	6,978	6,343
Poultry department.....	901	1,224	1,150
Orchard, garden and lawns.....	4,049	4,591	5,127
Mechanical department .....	1,401	1,409	1,455
Dairy School .....	7,310	6,811	4,328
Travelling Dairies.....	2,013	2,066	1,971
	\$ 36,051	\$ 37,568	\$ 35,600
Farm and Dairy revenue.....	7,796	11,709	9,639
Total for farm, dairy, etc .....	\$ 28,255	\$ 25,859	\$ 25,961
Total for College .....	22,178	25,031	25,933
Repairs and maintenance .....	6,091	6,231	6,843
New buildings—capital account.....	12,189	19,304	21,044

It must be noted that this statement includes the expenses of the Dairy School at Guelph, also of the Travelling Dairies sent out from there.

The above statement shows the extent of the work only. The effect is far-reaching. Farmers are taught to be exact and sci-

tific in their work and observation. They also, thereby, procure new and valuable seeds that greatly increase the quantity and value of their crop. The results are all collected at the College by the officers of the Union, and published by the Department. One statement may be given to show the possibilities of experimental work. If new varieties of grain or improved methods of growing could be introduced on every farm of Ontario, so as to increase the yield only one bushel per acre, the grain crops would be *annually increased* as follows:

Fall Wheat.....	850,000 bush.
Spring Wheat.....	250,000 "
Oats.....	2,400,000 "
Barley.....	450,000 "

### *The Experimental Union.*

The Ontario Experimental Union was organized in 1885 among the graduates and ex-students of the Agricultural College. Its purpose is to encourage and direct the carrying on of experiments by the students after they leave the College and return to their farms. Seeds, fertilizers, etc., are sent out, and tests and reports made, which are tabulated and published. The great benefits resulting are the dissemination of valuable seeds of all kinds, the determining of the value of new varieties in different localities, and the education resulting to each person from the carrying on of such work. The growth of this work may be seen from the following statement of experiments carried on over the Province by ex-students, and farmers who are co-operating with the ex-students:

Year.	No. of Different Experiments.	No. of Experimenters.
1886.....	1	12
1888.....	1	90
1891.....	12	203
1892.....	12	754
1893.....	13	1,204
1894.....	14	1,440
1895.....	15	1,699
1896.....	16	2,260

### *Dairying.*

No other industry of Ontario has made the same uniform and steady progress as has the dairy industry. The following is a fair estimate of the quantity and value of the various dairy products annually produced in this Province:

Cheese, 110,000,000 lbs.....	\$10,000,000
Creamery butter, 5,500,000 lbs.....	1,000,000
Dairy butter, 50,000,000 lbs.....	6,60,000
Whole milk.....	5,000,000
Whey.....	400,000
Skim milk.....	4,000,000
	\$27,000,000

There are about 900,000 milch cows in Ontario. If we total up the amount invested in land, buildings and implements in connection with the dairy industry, we find that it has now assumed very large proportions.

The growth of the Ontario cheese industry is shown in the following table:

Year.	No. of Factories.	Amount of Cheese. lbs.	Value of Cheese. \$
1883.....	635	53,513,032	5,589,339
1888.....	737	65,299,751	6,031,470
1892.....	856	93,848,948	8,959,939
1896.....	1,141	104,393,985	8,646,735

The value of the cheese made in 1897 will run considerably over ten million dollars since the season and the market prices have both been favorable.

The creamery production of butter has not yet been developed so thoroughly as has the factory production of cheese, but the movement is now forward.

Year.	No. of Creameries.	Amount of Butter. lbs.	Value of Butter. \$
1881 .....	39	1,823,000	273,827
1893 .....	74	2,707,570	574,156
1895 .....	135	5,480,000	1,045,036

Now, let us refer to some of the causes that have contributed to these fine results.

In 1872 the Ontario Government gave its first grant of \$500 to the Provincial Dairy Association. Year by year this has been voted, with an increase from time to time as the work demanded it. During the past few years the grants have been as follows:

	1894.	1895.	1896.	1897.
E. Ont. Dairy Association .....	\$2,750	\$2,750	\$2,750	\$3,250
W. Ont. Dairy Association.....	2,750	2,750	2,750	3,250
Creameries.....	2,000	2,000	2,000	....
	<hr/>	<hr/>	<hr/>	<hr/>
	\$7,500	\$7,500	\$7,500	\$6,500

This money has been expended mainly in paying the expenses and salaries of inspectors and instructors. One result of the work of these instructors has been the production of cheese and butter quite uniform over the Province.

The next step taken by the Minister of Agriculture was the starting of a dairy department at the Agricultural College. A Professor of dairying was first appointed in 1885.

Then came the sending out of the first of the travelling dairies in 1891, and the opening of the Dairy School at Guelph in 1892. In 1895 assistance was given in the erection and equipment of the Dairy School at Kingston, and the school at Strathroy was also started. The Kingston school has since been taken over entirely by the Department of Agriculture, so that now there are three fully-equipped schools under the direction of the Minister, at Guelph, Kingston and Strathroy.

The following are the net expenditures on these three dairy schools for three years (including capital expenditure for buildings):

	1894.	1895.	1896.
Guelph .....	\$3,415	\$ 4,665	\$2,111
Kingston .....	1,000	3 300	3,570
Strathrcy.....	500	12,410	3,625
	<hr/>	<hr/>	<hr/>
	\$4,915	\$20,375	\$9,306

The Ontario Government has assisted dairying

- 1st. Through the grants to the dairy associations;
- 2nd. Through dairy reports and bulletins;
- 3rd. Through the Dairy Department at Guelph;
- 4th. Through the three dairy schools;
- 5th. Through the travelling dairies.

How can we show that any benefit has resulted from this assistance?

1st. The exports of Ontario cheese and butter have been increasing of late, year by year.

2nd. Canadian cheese, of which Ontario sends the largest portion, has taken such a pre-eminent position in the cheese market of Great Britain that larger and larger quantities of United States dairy products are being exported to England by way of Montreal.

3rd. In the Montreal markets Ontario cheese, as reported in *The Gazette*, is always a little ahead of other cheese per pound.

4th. Ontario cheese is quite uniform in quality and brings a better export price than United States cheese.

5th. There is a larger quantity of good dairy butter available now in the markets than ever before.

*Farmers' Institutes.*

These are the organizations in which farmers of all classes—grain growers, dairymen, live stock breeders and feeders, fruit growers, poultrymen and beekeepers—meet on a common footing to discuss any and every question affecting their calling. There is one exception, however, nothing of a political or sectarian nature is allowed according to the rules and regulations sent out by the Department.

For a number of years the work was directed entirely by the President and staff of the Agricultural College, but owing to the great increase in the work of the Institutes, and also in the work of the College, the Minister found it advisable to appoint a Superintendent of Institutes, who is attached to the Department.

Teachers meet together to discuss their work, doctors have their associations, lawyers also meet in organization—it is, in fact, an age of conventions, discussions, organization. Why then should not farmers meet to discuss their work? The Government thought it advisable and have encouraged the work. The Farmers' Institutes are more directly the creation of the Government than any of the other associations referred to. In 1885, for the first time, a few members of the staff of the Agricultural College were sent out to address farmers' meetings. The Professors of the College receive no pay for this work, the other speakers are paid moderately. The Government pays every one of the 92 local Institutes \$25 on condition that the county council grant a similar amount, that not less than fifty members are enrolled, and that at least two meetings are held. Many Institutes hold from four to ten meetings a year, and the membership runs as high as 300. The cost of Institutes was \$499 in 1885, and in 1896 it was \$10,552.

The following, taken from the annual report of the Superintendent for 1896-7, gives some idea of the great development reached by this movement since it was started as an experiment thirteen years ago:

"In announcing the twelfth annual series of meetings of Farmers' Institutes in Ontario, it is gratifying to be able to show a substantial yearly increase in every department of the work. In almost every county the institute meetings were better attended last session than ever before. The work of the local institutes was carried on in a more systematic manner, and better results have been attained. In 1885, the first year of Institute work in Ontario, 12 meetings were held, and 2,808 persons attended the sessions. Since then there has been a yearly increase in the number of meetings and in the attendance. Last season 659 meetings were held, and 125,177 per-

sons attended, and 3,277 addresses on agricultural topics were delivered. Many of these addresses were of great practical value. The number of persons who joined the various local Institutes, and paid the annual membership fee, between January 1st and June 30th of this year, was 15,452. These figures show a satisfactory increase over the Institute year ending June 30th, 1896. During that season 102,461 persons attended the Institute meetings, 2,637 addresses were delivered, and the total membership was 12,384. At that time it was supposed by many that the Farmers' Institutes in this Province had reached the highest possible membership, attendance and prosperity, but this year's results prove that great advances may yet be made. I am convinced that this work is only in its infancy, and that unthought of benefits will yet be realized.

"Besides the 125,177 persons who attended the various Institute meetings during 1897, 18,050 persons visited the Ontario Agricultural College, Guelph, between the 9th and 28th of June, as excursionists from the various Institute districts. Each excursion was arranged for, and advertised and conducted by officers of a local Institute. During the month of June the time of the staff of the college was given to the visitors, and many object lessons were each day given, and all details connected therewith carefully explained. Such was the work accomplished during the past year. It is hoped the coming Institute season will be even more prosperous."

The Government now issues a Farmers' Institute report containing the report of the Superintendent, and a large collection of papers read and addresses made at the various meetings during December and January. The work has been productive of great good; the teachings and experiments of the Agricultural College have been carried to the farmers, the Professors have acquired valuable material from the varied practice of the farmers of different localities, and the best farmers in various lines have been called upon to instruct and assist those who may not have been so fortunate. A great awakening of the agricultural classes has followed, and an intense desire for reports, bulletins, etc., has been created in the minds of thousands.

The following is a condensed statement of the growth of the work:

	No. of Speakers sent out by Department.	No. of Regular Meetings.	Total cost of Institutes.
1885.....	6	12	\$ 502
1886.....	6	26	1,019
1887.....	9	40	2,018
1888.....	14	60	2,758
1889.....	14	60	5,247
1890.....	29	77	5,387
1891.....	27	99	4,734
1892.....	30	112	8,191
1893.....	30	133	6,682
1894.....	36	158	6,844
1895.....	..	303	7,867
1896.....	..	666	10,522

The details of cost for three years are as follows:

	1894.	1895.	1896.
Grant to Institutes . . . . .	\$2,900	\$2,250	\$2,300
Superintendent's salary . . . .	250	1,000	1,200
Speakers' salaries . . . . .	1,427	1,869	2,377
Travelling expenses . . . . .	430	1,934	2,158
Office and other expenses . . .	1,837	614	2,487
	<hr/> \$6,844	<hr/> \$7,667	<hr/> \$10,522

*Fruit Growing.*

Ontario, owing to the very favorable situation and surroundings of the Province, is by nature a great fruit producing country, especially along the lakes and the St. Lawrence valley. Apples, pears, plums, cherries and peaches are grown here to as great perfection as anywhere in America. The industry is thriving, great increase has been made in the extent of orchards. An export trade is now in a fair way of becoming firmly established—in fact, the outlook in all directions is favorable. To this very important industry the Government has given valuable assistance.

The Ontario Fruit Growers' Association is the largest of its kind in America. It has almost 5,000 members. It is the oldest association to receive Legislative aid. Its work consists in holding an annual meeting to collect information in regard to the industry in all parts of Ontario; to discuss all questions bearing upon fruit growing; to distribute new varieties of fruit trees and bushes among its members; to publish a monthly magazine, and to organize branch societies and send out speakers to address the same. The Department publishes its report annually.

Three years ago the Minister approved of a plan for further assisting the industry. Fruit growing depends very largely upon climate, and the varieties suitable to different sections are widely different. Consequently, it is very important to test the suitability of various plants to the different sections. Arrangements were made for the carrying on of experimental work at twelve different first-class fruit farms. In other words, twelve of the best fruit farms of Ontario were turned into fruit experimental stations. They were already equipped; much work had already been done; all that was necessary was to get everything systematized, supply material, and pay for the expense of looking after the experiments. The Government has made a grant (\$2,800 in 1897), and published the reports. The work is directed by a board, of which the President of the Agricultural

College is chairman, and the Secretary of the Fruit Growers' Association secretary. The other members are the Horticulturist of the Agricultural College and three members appointed by the Fruit Growers' Association.

For the past three years the Department has sent out travelling sprayers, who have given instructions at thirty orchards each year. The results have been very satisfactory—the beneficial effects of spraying were most marked in 1897. In several orchards sprayed trees gave from seventy-five to ninety per cent. of clean, marketable, first-class fruit; whereas unsprayed trees in the same orchard gave only from fifteen to twenty-five per cent. of similar quality.

The Superintendent of Spraying is Mr. W. M. Orr, of Fruitland, a practical, intelligent and very successful fruit grower of the Niagara peninsula. During 1897 he spent a considerable portion of his time investigating the San Jose scale, and similar insects lately introduced on nursery stock from the U. S.

The following is the statement of the expenditure for the past four years in assisting fruit growing, besides grants to town horticultural societies.

	1894.	1895.	1896.	1897.
Fruit Growers' Ass'n Grant...	\$1,800	\$1,800	\$1,800	\$1,800
Fruit Experiment Stations ..	1,007	1,941	2,635	2,800
Fruit spraying .....	....	2,028	2,130	1,800
Reports .....	1,286	1,393	1,398	1,400
	<hr/>	<hr/>	<hr/>	<hr/>
	\$4,693	\$7,162	\$7,963	\$7,800

#### Live Stock.

The Ontario Government gave a great impetus to the live stock industry through the extensive importations of pure-bred stock for the Agricultural College, the offspring of which were sold by public auction. The Royal Commission of 1881-2 was of very great assistance. At the present time the Department pays the salary of the registrar of live stock, and has an expert engaged in giving instruction in testing for tuberculosis and teaching how to prevent the disease in cattle. Several Acts to protect live stock have been passed, notably "The Act to prevent the spread of contagious diseases among horses and other domestic animals" (The Glanders Act).

The Ontario Minister of Agriculture was instrumental, in conjunction with the Dominion Minister, in having the quarantine regulations with the United States modified, so that an extensive trade has already resulted between Ontario and New York State.

The Government has also made the following grants to live stock associations:

	1894	1895	1896	1897
Sheep Breeders' Association	\$850	\$850	\$1,500	\$1,500
Swine Breeders' Association	700	700	1,762	1,200
Horse Breeders' Association	....	....	2,000	2,000
Cattle Breeders' Association	....	....	1,500	1,500
	<hr/>	<hr/>	<hr/>	<hr/>
	\$1,550	\$1,550	\$6,762	\$6,200

#### *Poultry.*

Here are the figures of Ontario farm poultry on hand on July 1st of each year:

	1895	1896
Turkeys.....	696,804	715,770
Geese.....	420,022	391,547
All other fowls.....	6,636,214	6,626,850
	<hr/>	<hr/>
Total.....	7,752,840	7,734,167

The value of poultry sold every year from the farms of Ontario is nearly \$900,000. Allowing only 25 cents worth of eggs to every hen the egg product would be worth \$1,500,000. It may safely be estimated that the annual return to the farmers of Ontario from eggs and poultry is worth over \$2,500,000. This does not include city, town and village products. The industry is much larger than is generally supposed. It is worth encouraging, and the Department does this through its grants to the two Ontario Poultry Associations and by maintaining a thoroughly well stocked poultry department at the Agricultural College. The buildings at the College were built on plans submitted to and approved by the directors of the Ontario Poultry Association, and are models for farmers to copy. The stock, also, is first-class, and represents all the leading breeds to be found in Ontario.

#### *Bee Keeping.*

There is a vigorous Ontario Bee Keepers' Association in this Province, to which the Government grants annually \$500. In addition, the Department pays for the services of an inspector who enforces the "Foul Brood Act" and teaches the bee-keepers how to keep their yards free from all disease. This Act was passed in 1890 and called "An Act for the suppression of foul brood among bees." (Victoria 53, chap. 66.) Its enforcement has met with great favor among bee-keepers. In order to protect bees from being poisoned by spraying fruit trees an Act was passed in 1895 forbidding the spraying of fruit trees while in full bloom, as that is the time when bees are gathering honey and also

assisting in the fertilizing of the blossoms. Spraying at that time is, furthermore, of but little use.

Experiments in apiculture are provided for by an annual grant of \$300. This is paid to the lecturer on agriculture at the Agricultural College, who carries on the experiments in his own apiary at Brantford. The results of this work are published in the Agricultural College report.

#### *Good Roads.*

For several years the movement in favor of road improvement has been gathering strength. A Provincial Good Roads Association was finally formed, and the Government gave a grant to assist in the holding of meetings and in the sending out of speakers—"good-roads agitators"—to Farmers' Institutes, and the annual conventions of various associations. Two annual reports and an illustrated bulletin were printed and very widely circulated. The Minister, however, concluded that more thorough work should be done. Consequently, in 1896, he recommended to the Legislature the voting of a special grant for this work, and Mr. A. W. Campbell, C.E., city engineer of St. Thomas, was appointed Provincial Instructor in Roadmaking. He came into office in 1896. As he had constructed many miles of city roads in St. Thomas and of township roads in Elgin county, and his work had stood the test, and as he was already connected with the good-roads movement, it was thought by the Minister that he was the right man for the place. The past two years' work has proved this to be correct. One report has been printed and another has been prepared. Several bulletins have been published. Under his direction two public exhibitions of road machinery have been made at the Industrial Exhibition in Toronto.

During 1896 Mr. Campbell visited 27 townships, 18 towns and one city in Ontario, inspected the roads along with the municipal officials, held public meetings of the ratepayers, and afterwards prepared a full report in every case, which was published in the local papers. The work in 1897 was even more extensive.

As a direct result of this work the following municipalities, among others, have purchased machinery and undertaken road and street work on a more permanent and rational basis: Stratford, Galt, St. Catharines, Niagara Falls, Barrie, Ingersoll, Lindsay, Carleton Place, Morrisburg and Collingwood.

In several towns short pieces of model streets have been laid down under the direct supervision of Inspector Campbell.

The following is a statement of the good-roads publications of the Department:

Feb., 1893—"The Making of Roads" (bulletin by J. A. Bell).  
 " 1894—"Report of First Convention of Good Roads Association," held Feb. 9th, 1894.  
 " 1895—"Report of Second Convention of Good Roads Association," held Feb. 7th and 8th, 1895.  
 May 15th, 1896—"Road Bulletin No. 1," by A. W. Campbell, C.E.  
 Oct. 15th, 1896—"Road Bulletin No. 2," by A. W. Campbell, C.E.  
 " 1897—"First Report of Provincial Instructor in Road Making." (50,000 copies distributed).

*Pioneer Dairy Farm.*

Three years ago the Minister of Agriculture set on foot an enquiry as to whether any farming lands were to be found on the C.P.R. between Port Arthur and Rat Portage. There was a district 300 miles long containing some lumber and mining camps, but with no farms. He thought there would be a good market for anything produced. In the fall of 1894 the district around the northwest angle of Lake Wabigoon was decided upon. This is exactly half-way between Port Arthur and Winnipeg. Work was commenced in the winter of 1894. Now there is a flourishing farm settlement, named Dryden by the C.P.R. President, and lots are available in seven townships, Wainwright, Van Horne, Eton, Rugby, Sanford, Aubrey and Zealand. Up to the end of 1897 20,439 acres of land had been purchased from the Crown Lands Department at a cost of \$6,085. All of this is settled upon. The population at that time was 600. We shall let the settlers tell their own story. On August 11th, 1897, the Minister of Agriculture visited Dryden and the adjoining townships. The following address was presented by the citizens, 300 of whom were present, and it is reprinted as showing the condition of affairs from the settlers' standpoint :

" To the Hon. John Dryden, Minister of Agriculture for Ontario: On behalf of the citizens of the town of Dryden and the townships of Van Horne, Wainwright and Eton, we extend to you a most hearty welcome to the future metropolis of New Ontario. We feel assured that the growth of the settlement must be, to say the least, a source of gratification to you, as well as to the other members of the Ontario Government. Whereas last year at the time of your visit the number of settlers could be counted on your finger ends, now there is a population of from 400 to 500. We desire to express our appreciation of the action of the Government in opening up colonization roads. Inside of two years about sixteen miles have been built, besides a good substantial bridge of about 145 feet in length has been put across the Wabigoon River, and we desire to acknowledge the great benefit these improvements have been to our people, and would beg leave

to suggest that roads be opened up to the lands in the newer townships as speedily as possible. Not only in agriculture, but also in mining, there has been great activity in this region. To the south of our agricultural lands there lies evidently a rich mining district. There have been a large number of prospects purchased from the Government, and several properties have had considerable work done on them, with very gratifying results. These mines are markets of our produce, we believe, as thought of when the Government decided to open up this region for settlement. Looking forward to the future welfare and convenience of our people, we think it might not be out of place for the Government to reserve this pleasant and beautifully situated grove we are assembled in this afternoon for a public park.

"The farmers of the Province of Ontario have good reason to be proud of the fact that at the head of the most important department of the Ontario Government there is a thorough, practical and progressive farmer, one who is willing to adopt any means whereby he may be enabled to assist the farmers in adverse circumstances or against combinations, a helper of the masses against the classes, but whose zeal is always tempered by wisdom. After close observation we, irrespective of party politics, desire to place on record our approval of all the work done by yourself as Minister of Agriculture. We sincerely hope that after so long and successful a career your usefulness to the Province may still be greater in the future than it has been in the past, and that you may long be spared to enjoy the fruits of your labors as Minister of Agriculture of the most important Province of the Dominion.

"Signed on behalf of the citizens of the town of Dryden and the townships of Van Horne, Wainwright and Eton: G. W. Yeomans, A. R. Hutchinson, M. C. Cassidy, Chas. Wright, George Sharp, A. E. Annis, committee."

Mr. A. E. Annis, the Superintendent, made the following report in October, '97:

"On the Pioneer Farm is now cleared about 135 acres. Every stump and snag is taken out while clearing, and the first crop on any of the fields can be cut with a binder. On the farming land there are no rolling stones to hinder working. A large number of the settlers who purchased land in 1896 moved in last spring and have cleared some land for next year's crop. Some have as much as forty or fifty acres cleared in one season. The markets for the farmers' produce have been good throughout the season. The lowest point reached for butter was 20 cents: eggs 18 cents: potatoes, 75 cents; etc. The farmers have been able to sell all their produce in Dryden this year, and have not had to ship anything to Rat Portage, the largest town of the district, ninety miles west.

"The progress of this section has been extraordinary. Eighteen months ago there was nothing here but the Pioneer House and barn; now the place has the appearance of a thriving settlement; houses are springing up all over the country, some of them being as far away as thirteen miles from the town, which, by the way, contains about 400 people, having six stores, besides flour and feed and lumber merchants. The prices of goods are low, being much the same as in eastern towns. A first-class school, containing the latest improved automatic seats, has been built. The school is also used to hold Presbyterian, Methodist, and English Church services in at present. There are no taxes except a small tax to support the school, levied by the trustees.

"To the industrious man having a small capital there are opportunities to be found here to make a home for himself that would be difficult to find elsewhere, with our cheap, easily-cleared land, on the main line of the C.P.R.

We have good home market for meats, butter, eggs, etc. During the two years I have been on the Pioneer Farm nothing has been hurt by frosts in summer. The man who is not prepared to work and stand the hardships incident to pioneer life I would advise to stay where he is.

"Wabigoon District, Oct. 19th, 1897.

"A. E. ANNIS."

Now for the cost:

	1895.	1896.
Current expenses.....	\$2,137	\$1,957
Capital account .....	3,345	1,834
	<hr/> \$5,482	<hr/> \$3,791

### *Reports and Bulletins.*

The following is a statement of the reports and bulletins prepared and issued by the Ontario Department of Agriculture in 1897:

Illustrated pamphlet, descriptive of Ontario.

Bureau of Industries:—

Crop Bulletins in May, August, and November.

Report, parts I., II., III. Agricultural statistics.

Report, part IV. Chattel mortgages.

Report, part V. Municipal statistics.

Ontario Agricultural College, 1896.

Ontario Experimental Union, 1896.

Entomological Society of Ontario, 1896.

Fruit-Growers' Association, 1896.

Fruit Experiment Stations Report.

Dairy Report (Three Associations in one vol.).

Bee-Keepers' Report.

Poultry Association's Report.

Live Stock Report (including Sheep-breeders, Swine-breeders, Cattle-breeders, Horse-breeders, etc.).

Farmers' Institute Report, 1896-7.

Bulletins:—

Injurious insects.

Instructions for spraying.

Does it pay to spray.

Tuberculosis in cattle.

Plans for the construction of cheese and butter factories.

The following are the amounts spent by the Department for reports and bulletins in these years:

1894, \$21,957 ; 1895, \$26,012 ; 1896, \$27,737.

The total cost of reports and bulletins for the 25 years, 1872-

1896, has been \$145,990, apart from the cost of the large issue of the Agricultural Commission of 1880-2.

#### *Legislation.*

The Legislation of the past twenty years in respect to agriculture has been well considered, progressive, and up to date. Many Acts, such as those referring to municipal matters, deal with rural affairs quite as fully as with town and city life. There are many Acts, however, that refer to the farming classes only. The following is a brief statement of the most important legislation in behalf of agriculture:

**1888. *An Act respecting the Department of Agriculture and other Industries.***

This Act made provision for a Minister of Agriculture, and the creation of a department separate from other departments of the Government.

**1888. *An Act to provide for the incorporation of Cheese and Butter Manufacturing Associations.***

This Act allowed five or more persons to form a company by signing an agreement and filing same with the local Registrar, thereby avoiding the expense of procuring a charter under the Joint Stock Co.'s Act. It was amended in 1892.

**1888. *An Act respecting Creameries.***

This Act referred to milk supply and the powers of Creameries' Companies.

**1888. *An Act to provide against fraud in the supplying of Milk to Cheese or Butter Manufacturers.***

This Act was amended in 1892.

**1889. *An Act to prevent the spread of Contagious Diseases among Horses and other Domestic Animals.***

This was an amendment to the Glanders Act of 1884. (Original Act introduced by Mr. Dryden when a private member of the House).

**1889. *An Act for the protection of Insectivorous and other Birds***

This Act was to prohibit the destruction of birds that are known to feed upon insects that destroy fruits and grains.

**1890. *An Act to amend the Act to prevent the spread of Noxious Weeds, and of Diseases affecting Fruit Trees.***

This Act contains the "Yellows" and "Black-Knot" regulations. It is chap. 202 of the Revised Statutes of 1887, and was amended in 1890, 1891, and 1893.

**1890. *An Act to impose a Tax on Dogs and for the protection of Sheep.***

1890. *An Act to make further provision for preventing the spread of Contagious Diseases among Horses.*

1890. *An Act for the suppression of Foul Brood among Bees.*  
See Section under "Bee-Keeping."

1891. *An Act to amend the Agriculture and Arts Act.*  
This amendment was to protect registration of pedigrees of stock.

1891. *An Act to amend the Act to prevent the spread of Noxious Weeds and of Diseases affecting Fruit Trees.*

1891. *An Act to encourage the Breeding of Trotting Horses.*

1892. *An Act for the further protection of Bees.*  
This Act was to prohibit the spraying of fruit trees with poisons while in full bloom.

1892. *An Act to amend the Act providing against frauds in the supplying of Milk to Cheese or Butter Manufactories.*

1892. *An Act to amend the Act to impose a Tax on Dogs and for the protection of Sheep.*

1892. *An Act to amend the Act to encourage the destroying of Wolves.*

1893. *An Act for the better prevention of certain Diseases affecting Fruit Trees.*

1893. *An Act to amend the Act to impose a Tax on Dogs and for the protection of Sheep.*

1893. *An Act to prevent fraud in the Sale of Milk.*

1894. *An Act to amend the Agriculture and Arts Act.*  
This was in reference to the granting of aid by Municipal Councils to Agricultural Associations.

1894. *An Act to amend the Act providing against frauds in the supplying of Milk to Cheese and Butter Manufactories.*

1895. *An Act respecting the Department of Agriculture.*

1895. *An Act to consolidate and amend the Agriculture and Arts Act.*  
This Act controls all Agricultural and Horticultural Societies and the various Associations receiving aid through the Department.

1895. *An Act respecting Veterinary Surgeons.*

1895. *An Act respecting Cheese and Butter Manufacturing Associations.*

1896. *An Act to amend the Act respecting Veterinary Surgeons.*

1896. *An Act revising and consolidating the Acts to encourage the Planting and Growing of Trees.*

1896. *An Act respecting the Inspectors of Fruit Trees.*

1897. *An Act to further improve the Act respecting the Department of Agriculture.*  
 1897. *An Act to amend the Agricultural and Arts Act, 1895.*  
 1897. *An Act to amend the Act respecting Cheese and Butter Manufacturing Associations.*  
 1897-8. *An Act to prevent the spread of the San José Scale.*  
 1897-8. *An Act to prevent Gambling and Games of Chance at Agricultural Exhibitions*

## EXPENDITURE FOR THE YEARS 1893, 1894, 1895, 1896.

	1893.	1894.	1895.	1896.
Department at Toronto.....	\$ 16,699	\$ 16,502	\$ 17,491	\$ 17,789
Agricultural Societies.....	74,475	74,840	74,747	74,325
Other Associations.....	20,461	20,613	21,123	22,696
Reports and Bulletins.....	13,319	20,108	15,121	15,703
Bureau of Industries.....	3,555	7,190	4,886	4,774
College and Farm :				
Salaries.....	21,267	21,957	23,012	27,737
Current Expenses.....	25,203	19,199	22,231	24,700
Capital Account.....	17,773	12,189	19,304	21,044
3 Dairy Schools.....	5,786	4,915	20,375	9,306
Travelling Dairies.....	4,608	1,983	2,066	1,971
Farmers' Institutes.....	6,682	6,844	7,667	10,522
Experimental Fruit Stations.....	.....	.....	1,941	2,635
Spraying Experiments.....	.....	.....	2,028	2,130
Good Roads Branch.....	.....	.....	.....	2,151
Pioneer Farm.....	.....	.....	5,482	3,791
Other Expenditures.....	655	4,036	280	1,800
Total.....	\$210,483	\$210,376	\$240,724	\$243,079

## TOTAL EXPENDITURE FOR AGRICULTURE.

1872.....	\$ 70,858	1885.....	\$133,791
1873.....	149,984	1886.....	152,201
1874.....	109,315	1887.....	147,358
1875.....	105,948	1888.....	151,610
1876.....	111,746	1889.....	186,445
1877.....	117,598	1890.....	152,973
1878.....	111,631	1891.....	186,396
1879.....	105,090	1892.....	218,427
1880.....	130,201	1893.....	210,483
1881.....	190,686	1894.....	210,74
1882.....	163,951	1895.....	240,724
1883.....	166,540	1896.....	243,079
1884.....	188,596		
		Grand total for 25 years.....	\$3,956,045

### PROVINCIAL SECRETARY'S DEPARTMENT.

This department, which was ably conducted for twelve years by Hon. A. S. Hardy, the present Premier, came under the control of Hon. J. M. Gibson in 1889. He remained its head till 1896, when he was transferred to the Crown Lands Department. Hon. W. D. Balfour then became Provincial Secretary, but he only lived a few weeks, and on his death, Hon. E. J. Davis became head of the department. In addition to the general duties of Secretary and Registrar he has charge of the issuing of charters for joint stock companies, the administration of the Act for the Protection of Children, and the management of the public institutions of the Province, the latter being the most important of the responsibilities with which he is charged.

Through this department the official correspondence of the Province is conducted, all public notices are gazetted, all charters of incorporation are granted, or amended, all proclamations are issued, and all appointments to office are announced. During 1896 the number of new subjects dealt with was 6,279, in connection with which 17,385 letters were received and 13,472 were written. In dealing with these new subjects, 2,877 references were made to other departments, and 3,467 references and reports were received and acted upon. The number of forms issued under the Marriage License Act was 30,945. There were also issued 185 commissions under the Great and Privy Seals, 113 notarial certificates, 365 warrants *re* lunatics, 5,000 forms to sheriffs, 350 forms for municipal and other returns, 500 circulars, etc. Six proclamations and 430 appointments to office were gazetted, and 177 other public notices published. Letters patent and supplementary letters patent were issued to 164 companies. To show how the Joint Stock Companies' Act is being taken advantage of, it may be stated that up to the 15th of October, 1897, the number of companies to which charters have been issued reached 312, an increase of 204 over that of any previous entire year. A large proportion of these were for the incorporation of mining companies, due to the increased activity in the development of gold mining. The fees received during 1896 amounted to \$18,847, being an excess of upwards of \$4,000 over 1895, which was the highest previous year. For 1897 they promise to far exceed anything heretofore known, amounting, up to the 15th October, to \$32,194.

The following statistics show how rapidly the business of the Provincial Secretary's office is increasing :

	1871.	1896.
Number of files.....	1,264	6,279
Letters received.....	1,690	13,472
Letters sent.....	1,280	17,385
References to other departments.....	912	2,877
Reports from " "	470	3,467
Statutory returns received.....	58	4,500

### Public Institutions.

The "Public Institutions," maintained entirely at the cost of the Province, include (1) the Central Prison for men, the Mercer Reformatory for women, and the Reformatory for boys at Penetanguishene; (2) six Lunatic Asylums—at Toronto, London, Hamilton, Kingston, Brockville and Mimico,\* and an idiot asylum at Orillia; (3) the Educational Institute for the Blind at Brantford, and that for the Deaf and Dumb at Belleville.

County jails to the number of 42, and district lock-ups to the number of 12, maintained partly at the expense of the Province, are all under official supervision in connection with this branch of the service.

The "Charitable Institutions," which are under the same supervision, include 39 hospitals, 32 houses of refuge, 50 orphan asylums, and 2 Magdalen asylums, all of these being in receipt of Government aid under the Charities Act. As the amount of aid given is in direct proportion to the work done, the supervision of the institutions must be of the most thorough kind.

The total amount paid in 1897 to hospitals and charitable institutions, out of the Provincial Treasury, was \$195,507.04. It is needless to repeat that all of this expenditure, as well as all of the expenditure for the erection and maintenance of the various public institutions, is perfectly gratuitous on the part of the Province, that it relieves the municipalities of a burden which would otherwise have to be met by direct taxation, and that it is actually a repayment to the people of surplus revenue.

The theory, alike of the Central Prison, the Mercer Reformatory, and the Reformatory for Boys, is that mere punishment is not adequate as a treatment for criminals, and that something should be done to reform their characters and teach them useful occupations. This principle is carried so far in the case of the Reformatory for Boys that it is now virtually an industrial school, and the change of system has been attended by the most satis-

\* The control of the six Lunatic Asylums is with the Provincial Treasurer's Department for the present, but the details as to their management are included here with the other Public Institutions.

factory results. It would be too much to expect a similar state of progress in the reformatories for adults. The convicts sent to them are in many cases hardened criminals, and their terms of confinement are too short to afford much opportunity for effecting a change of disposition.

*Central Prison.*

The number of convicts sentenced to the Central Prison since it was opened for their reception, in 1874, is 14,287. The number committed to it during the year 1896 was 604. The number remaining in it at the close of the year was 380. The average length of convicts' terms during the whole period since 1874 is about 8.10 months. The total expenditure for maintenance during 1896 was \$63,272.32. The average daily cost per prisoner was 44.8 cents, as compared with 51.79 cents in 1892.

The labor of the prisoners is utilized so as to interfere as little as possible in the way of competition with free labor outside, and the results of the industrial operations carried on go far towards making the prison self-sustaining. It would soon become entirely so if those sent to it were long-term prisoners, instead of being, as they are in many cases, ordinary vagrants, who have been driven by want to seek refuge in county jails, from which they have been transferred to the Central Prison. If the profits from the labor of prisoners, amounting to \$25,661.43, be deducted from the total maintenance, the net cost would be \$37,610.89, or an average daily cost per prisoner of 27 cents.

Undoubtedly the best way to judge whether or not the industries in connection with the Central Prison are being efficiently conducted is to compare results with those obtained at similar institutions elsewhere. The following statement, which has been carefully prepared from the reports of the different prisons mentioned, speaks more eloquently than words as to the care and ability which have been displayed in the management of the Central Prison, and requires no explanation:—

*Comparative Statement, 1896.*  
CENTRAL PRISON AND PENITENTIARIES OF THE DOMINION.

INSTITUTION.	Total No. of Officers and Guards.	Average No. of Prisoners.	Avg. No. of Prisoners per Officer.	Cost per Prisoner for maintenance Deducting Revenue.
Kingston Penitentiary .....	96	551	5 $\frac{1}{4}$	\$196.60
St. Vincent de Paul Penitentiary	68	397	6	219.64
Dorchester Penitentiary .....	43	181	4 $\frac{1}{2}$	259.20
Manitoba Penitentiary .....	27	89	3 $\frac{1}{2}$	429.77
British Columbia Penitentiary...	31	97	3	393.60
<b>Central Prison .....</b>	<b>37</b>	<b>386<math>\frac{1}{2}</math></b>	<b>10<math>\frac{1}{2}</math></b>	<b>97.27</b>

The particular industries carried on have not by any means been selected with the exclusive design of reaping profit therefrom, but rather with the object of furnishing diversity of occupation in the training of prisoners for lives of usefulness, while avoiding industries the competition of which with outside free labor would be felt. The industries now in operation are broom-making, woodenware, iron beds, woolen factory, shoemaking and tailoring for public institutions, gardening; and, instead of brick-making, which for the want of clay had to be abandoned, the manufacture of binder twine was established as a new industry.

*Binder Twine.*

The manufacture of this important commodity was decided on by the Government on the recommendation of the Provincial Secretary and Mr. Massie, the Warden of the Prison, in the fall of the year 1891, and steps were immediately taken to secure the necessary machinery for the purpose. Almost innumerable difficulties were met with, because the manufacturers, both in the United States and England, were fettered by arrangements with the National Cordage Trust of the United States, so that the machinery could be supplied only through the Trust; and the National Cordage Trust was determined that the Government should not obtain it. The regular builders, both in the United States and England, refused to supply it, until finally an American manufacturer was found who undertook to make the patterns and contract to make it. The machinery was con-

tracted for in February, 1892, and during the Session of the Legislature, at the beginning of 1892, an appropriation was made for its purchase. It has been said that this new enterprise entered into by the Government was an interference with the Farmers' Binder Twine and Agricultural Implement Company at Brantford. The facts prove the contrary. The records show that the stock subscription list of the Farmers' Company was first opened on 12th August, 1892, their notice of application for a charter was published for the first time on 20th August, 1892, and their charter of incorporation was issued on 25th October, 1892, whereas the Government had decided on establishing the Binder Twine industry in the fall of 1891, and contracted for the machinery in February, 1892, and the machinery was being made long before anything was heard of the farmers' movement in the same direction.

The industry is well adapted for prison labor. Brick-making, which had engaged the labor of from 70 to 100 men, had to be discontinued for want of clay; and in view of the binder twine monopoly, of which the farmers throughout the Province had been complaining, the introduction of this new industry has met with general approval and especial commendation by the farmers of Ontario. Notwithstanding the difficulties attendant upon the introduction of a new enterprise, an excellent quality of twine has been turned out and supplied to farmers at reasonable rates and considerably below the prices paid by them in previous years.

It has been attempted to be shown (and the statement is still being repeated in some publications wishing to have it so appear) that large losses have been made in manufacturing binder twine at the prison. From the time the factory commenced to run in the last months of 1892, until September, 1895, the business was conducted on Government account. The sales during this period amounted to \$258,143.97, and not a dollar of it was lost. In the same time purchases of fibre and other material were made, amounting to \$238,088.68, under conditions requiring extreme caution, as the fibre markets of the world were being raided and bedeviled by the great cordage corporations in the United States and Canada, in their efforts to secure a monopoly of the trade. The results of their operations were the ruin of many of them, and fortunes of millions upon millions were lost. The Prison Twine Industry, instead of being caught and swallowed up in the maelstrom that devastated the binder twine and cordage trade in those years, had sold in September, 1895, every pound

of twine and fibre then on hand, paid every dollar of money used in carrying on the industry from the beginning, and had \$13,032.55 to the good. This gain represents 39 cents per day for each prisoner for every day worked in producing all the twine made, which is over 87 per cent of the cost of maintaining them. Since September, 1895, the binder twine factory has been running making twine by contract, the contractor furnishing all material and selling the twine under such restrictions as regards the selling price to farmers as has given them binder twine at the lowest price that has ever been known. What this means to the farmers, estimating the consumption at 6,000 tons per year, is a saving of one and three-quarters of a million dollars on the twine used by them last year, as compared with the cost in 1892 before the prison commenced to supply twine.

#### *Asylums.*

The care of lunatics and idiots, when they belong to families able to maintain them, cannot fairly be saddled on the general public; but many of these unfortunates are heavy burdens on people who cannot support them in decency, not to speak of comfort, or of the necessary medical treatment. Even well-to-do relatives of the insane cannot by any reasonable expenditure of money in their own localities secure for them that expert care which is absolutely necessary to the recovery of those who are not incurably diseased. For this reason Asylums for the Insane and for Idiots must be maintained either by the Province or by the municipalities, and it is much better that their maintenance should be undertaken by the former than by the latter. This secures greater efficiency at less cost, and distributes the burden more evenly over the whole population. Moreover, so long as the patients are maintained, as they have hitherto been, entirely out of the surplus revenues of the Province, the maintenance of asylums, like that of prisons and reformatories, is a means of relieving the municipality from the burden of direct taxation. In other countries this burden for the most part falls entirely, or mainly, on the municipalities. Unfortunately, the number of insane persons and idiots, for whom application for admission is each year made, has steadily increased for many years past, and has not yet begun to diminish. This renders necessary occasional increases of capital expenditure for accommodation, and similar increases in the annual outlay for maintenance.

The following table shows the rate of increase in the number of patients in the Idiot Asylum at Orillia, and in the Insane Asylums at London, Toronto, Mimico, Hamilton, Brockville and Kingston, all taken together.

	Average of resident Patients.	Number remaining at end of year.	Percentage of Recoveries.	Percentage of Deaths.
1877.....	1,819	1,859	34.78	6.32
1882.....	2,457	2,508	32.25	6.75
1887.....	2,915	2,927	41.64	4.79
1892.....	3,527	3,587	26.76	5.44
1893.....	3,674	3,727	26.44	5.71
1894.....	3,809	3,860	32.22	4.96
1895.....	3,995	4,036	21.38	6.63
1896.....	4,116	4,118	18.53	5.47
1897.....	4,254	4,809	24.97	6.13

#### *Increased Attendance.*

As the percentage of recoveries is usually increasing—owing to the application of improved methods of treatment—while the death-rate remains tolerably uniform, the obvious inference is that there must be a considerable increase in the number admitted. So long as this increase is kept up, just so long will the cost of public institutions be a heavy burden on the Provincial Treasury. The Inspector's Report for 1896 shows that, in consequence of increased attendance, the aggregate expense was increased by \$7,839, as compared with that of 1895, yet the weekly cost per patient was lowered from \$2.48 to \$2.22.

During the year 1897 the cost of maintaining asylums, including salaries and wages, was \$605,788. The cost of each year since the advent of the Liberal party to power is shown in the following table:

	Total Cost.	Patients under treatment.		Total Cost.	Patients under treatment.
1872.....	\$187,719.....	1,717	1885.....	\$364,446.....	3,384
1873.....	20,490.....	1,780	1886.....	384,382.....	3,628
1874.....	214,303.....	1,865	1887.....	415,330.....	3,553
1875.....	218,451.....	1,925	1888.....	469,374.....	3,939
1876.....	241,381.....	2,371	1889.....	490,605.....	3,955
1877.....	281,844.....	2,390	1890.....	484,364.....	4,187
1878.....	270,163.....	2,546	1891.....	544,633.....	4,972
1879.....	286,894.....	2,664	1892.....	544,580.....	4,785
1880.....	297,895.....	2,899	1893.....	568,495.....	4,893
1881.....	332,972.....	3,065	1894.....	548,893.....	5,021
1882.....	368,683.....	3,288	1895.....	598,549.....	5,454
1883.....	377,095.....	3,310	1896.....	601,383.....	5,464
1884.....	388,021.....	3,356	1897.....	605,788.....	5,626

*Comparative Cost Between Ontario and Other Countries.*

An examination of the returns from the various Public Institutions in the United States and other countries furnishes a comparison of a most favorable character in the cost of management of the institutions in Ontario, as the following figures will prove :

*Asylums.*

	COST PER PATIENT.	Yearly.	Weekly.
British Columbia Asylum, average for 1895 and '96	.... \$184.89	\$3.63	
Nova Scotia Asylum 1895	.... 196.49	3.78	
New Brunswick Asylum, average for 1892-1896	.... 110.23	2.12	
Montreal Protestant Asylum, average for 1895 and '96	.... 186.69	3.59	
Manitoba Asylums at Selkirk and Brandon, average for 1891 and '92	.... 185.82	3.57	
Massachusetts six State Asylums, average for 1892 and '93	.... 176.19	3.38	
Pennsylvania Asylums for 1892	.... 242.01	4.65	
Utica State Hospital, Hudson River State Hospital, Middle-ton State Hospital and Buffalo State Hospital, average for 1889, '90 and '91	.... 264.98	5.09	
78 U. S. Asylums, average cost of maintenance	.... 227.88	4.38	
English Asylums, average of 21 years	.... 151.84	2.92	
New South Wales Asylums average for 21 years, as per Inspector General's report	.... 193.96	3.73	
<b>ONTARIO ASYLUMS, average 1891-97</b>	.... <b>130.97</b>	<b>2.52</b>	

While the average yearly cost per patient for the seven years, 1891-97, was \$130.97, for the year 1897 it was only \$126.25, and after deducting revenue only \$106.39.

*The Blind Institute.*

The attendance during 1896 at the Institute for the Blind averaged 127. The pupils are trained in arithmetic, grammar, geography, reading, literature, writing, natural history and physiology, English and Canadian history, chemistry and music. They are also taught to earn their own living by means of piano-tuning, basket-making, sewing and knitting, and are thus prevented from adding to the already too large roll of paupers who look to their respective municipalities for support. The cost per pupil of maintaining the Institute for 1895 and 1896 was \$260.70 and \$267.49 respectively, showing a slight increase, due to a falling off in the attendance. The aggregate cost for each year since 1872 is shown in the following table :—

	Total cost.	No. of Pupils on Roll.		Total cost.	No. of Pupils on Roll.
1872.	\$ 7,523 00	34	1885.	\$33,386 00	180
1873.	21,260 00	59	1886.	32,575 00	164
1874.	22,532 00	113	1887.	32,888 00	155
1875.	23,081 00	139	1888.	36,710 00	156
1876.	24,034 00	148	1889.	34,677 00	167
1877.	26,913 00	147	1890.	34,714 35	164
1878.	26,289 00	174	1891.	36,150 58	158
1879.	29,515 00	200	1892.	36,750 45	155
1880.	30,343 00	203	1893.	34,954 55	154
1881.	30,034 00	200	1894.	35,344 69	150
1882.	34,846 00	167	1895.	34,160 36	150
1883.	33,737 00	160	1896.	34,171 72	141
1884.	33,297 00	140	1897.	32,782 66	149

*(Annual Cost per Pupil.)*

New York State	\$288 01	Boston	\$337 79
New York City	391 32	Pennsylvania	355 17
Maryland	294 94	Indiana	237 78
Illinois	284 68	<b>Brantford, Ontario</b>	<b>267 00</b>
Michigan	264 89		

*Deaf and Dumb Institute.*

The average attendance during 1896 at the Institute for the Deaf and Dumb was 272. The great aim of the school is to teach the pupils to read with or without articulation, and to give them, at the same time, as good a general education as the time allowed—seven years—will admit of. They receive also a fair industrial training, being taught shoe-making, carpenter work, printing, farming, tailoring, dressmaking, machine-sewing, hand-sewing, and fancy work. Many of the pupils, when they leave, are quite able to earn their own living, and all of them are greatly improved. The following table gives the aggregate cost of the Deaf and Dumb Institute for each year since 1872:—

	Total cost.	No. of Pupils on Roll.		Total cost.	No. of Pupils on Roll.
1872.	\$24,896	122	1885.	\$38,749	235
1873.	27,043	166	1886.	41,030	273
1874.	32,276	202	1887.	39,695	264
1875.	32,048	207	1888.	41,968	265
1876.	33,517	220	1889.	41,086	274
1877.	38,332	227	1890.	40,753	291
1878.	36,426	251	1891.	43,927	296
1879.	29,515	229	1892.	41,672	285
1880.	36,598	239	1893.	45,440	298
1881.	37,201	246	1894.	45,129	295
1882.	39,928	265	1895.	43,776	295
1883.	39,016	262	1896.	46,028	310
1884.	40,986	247	1897.	45,282 70	292

*(Annual Cost per Pupil.)*

Average of 26 institutions in the United States. (In no case does the cost come anywhere nearly so low as in Ontario).....	\$252.50	Mackay Institution, P. Q. . . . .	\$190.00
		Manitoba Institution . . . . .	243.00
		<b>Ontario</b> .....	<b>169.19</b>

*Charitable Institutions.*

Prior to 1874, the money paid out of the Provincial Treasury in aid of charitable institutions was given in a hap-hazard way. The evils attending such a system, or rather want of system, suggested the passage of an Act, the avowed object of which was to secure "that all appropriations from the public funds in aid of charitable institutions should be made upon some properly arranged and equitable system, and that municipal and other corporations, as well as private individuals, should be stimulated and encouraged to give a liberal support to such institutions." As already stated the grants are based on the work performed, a rigid system of inspection being carried out in order to determine what the grants shall be.

In 1871 there were 32 institutions receiving aid, in 1897 there were 112.

*Joint Stock Companies.*

The Directors' Liability Act, which was carried by the Liberal Government, in 1891, applies to every Corporation whatever operating in Ontario, which issues, or which is authorized to issue, shares, bonds, debentures, debenture stock, investment-bonds, or any kind of insurance or guarantee policy or certificate. If the prospectus or announcement which has induced any one to give his money for any of those securities, conceals, or intentionally omits to disclose a material fact which might reasonably influence a person in his decision, then every promoter or director is personally liable to make good any loss or damage which the investor has sustained by reason of the untrue statement, unless the defendant can prove either (1) that he had a reasonable ground to believe, and, up to the issue of the security, did believe, the statement to be true; or (2) that he dissented from the publication of the statement, and gave public notice of his dissent.

By further legislation, in 1893, ("An Act for the better prevention of fraudulent statements by companies and others," 56 Vic., C. 33), the mere publication of such a false and dishonest

statement is made a criminal offence, punishable by fine or imprisonment; and this criminal liability is, in addition to the civil liability, imposed by the former Act. The information may be laid by any one; and the complainant need not wait until some one has been actually defrauded or entrapped by the fraudulent statement; the setting of the trap constitutes the offence.

The great increase in the number of joint stock companies of all kinds, and more especially of mining companies, consequent upon the opening up of gold mines in British Columbia and Ontario, rendered a thorough revision and simplification of the law respecting corporations desirable. During the session of 1897 this important work was undertaken and satisfactorily accomplished. Consolidations were made of the various Acts governing the creation and regulating the management of joint stock companies, mining companies, trust companies, and loan corporations. In addition to embodying the provisions noted above for the protection of the public, they contained many new enactments, designed to give the public further protection against false statements and to prevent the engaging in business of irresponsible parties, under high-sounding titles of incorporation. The law is especially stringent with regard to the licensing of companies not incorporated under Ontario law. While greatly facilitating corporate enterprises of a legitimate character by an extension of their powers and privileges, the Acts prevent many abuses which formerly prevailed in connection with business corporations.

A full and complete list of all the companies which have been incorporated in Ontario by letters patent since confederation, giving their corporate names, date of incorporation, and amount of capital, has been prepared and printed.

#### PUBLIC HEALTH.

In no Department probably can be traced more direct public benefits from the progressive policy of the Government—if the small expenditure of money be considered—than in that of the Department of Public Health organized under the Registrar-General, which includes the Registration of Births, Marriages, and Deaths, and the work of the Provincial Board of Health.

In the days preceding Confederation there had been a beginning made in the work of recording marriages in the County Registry Offices. In 1869 the Registration of Births, Marriages

and Deaths began as a system under governmental supervision. The Act of 1869 was amended in 1875, and wholly revised in 1896. The following table shows the expenditure and results of this branch of the public service in the two periods:

	1871.	1896.
Total expenditure.....	\$10,879	\$10,825
Fees received by Dept. for Certificates of Births, Marriages, and Deaths....	none.	\$350
Births, Marriages, and Deaths recorded	43,877	86,669

This remarkable result has been obtained by the careful development in skilled hands of the methods for collecting, tabulating, and publishing the returns from the municipalities, which, instead of a few hundred, are now distributed as Annual Reports of the Registrar-General to all physicians and clergymen, libraries, etc., in the Province. The aid such statistics give to the public, and especially to municipal health authorities, in estimating the condition of the public health, cannot be over-estimated, and the credit in this, as in so many other fields of sociology, must be given to Ontario, which has been the pioneer of this work in Canada, and to the Liberal Party, since the Bill of 1869 was introduced into the Legislature by the late Hon. T. B. Pardee. The remarkable fact is shown in the Report of the Registrar-General for 1896 that the enormous volume of increased business, increased returns, and increased publications, both in extent and number, cost less in 1896 than in almost any previous year, including 1871.

But the adjunct of this work of vital statistics, which by political economists everywhere have been accepted as the gauge of the evolution of social systems, is found in the work of the Provincial Board of Health established in 1882. From a board with a single executive officer it has grown into a central organization with an office staff and a scientific laboratory, and associated municipal boards to the number of 600 reporting organization in 1896. The work of sanitation in these 15 years has been as widespread as the confines of the Province. The era of smallpox and kindred epidemic diseases seems to have practically disappeared in Ontario. The three quinquennia since the board's organization show the following reductions in mortality over the first period from the more common communicable diseases, even though the population has increased some 15% during the period:

TABLE OF DEATHS IN THE THREE FIVE-YEAR PERIODS.

	Small-pox.	Scarlatina.	Diphtheria.	Typhoid.
1st Period—1882-1886.....	128	1929	5028	3027
2nd " —1887-1891.....	16	650	4774	3060
3rd " —1892-1896.....	7	993	4774	1642

The absolute percentage decrease is given without estimating the fuller percentage decrease with an increasing population in the following table, where the first period is represented by 100:

TABLE SHOWING PERCENTAGE DECREASES OF DEATHS.

	Smallpox.	Scarlatina.	Diphtheria.	Typhoid.
1st Period—1882-1886.....	100	100	100	100
2nd " —1887-1891.....	88%	67%	6%	none
3rd " —1892-1896.....	93%	50%	6%	46%

Or, to give the reduction in the mortality aggregate expression there were from these diseases during the five years of the first period 10,112 deaths, and 7,415 in the last period, or an absolute saving of 2,696 lives, or nearly 25%, although the population had increased at least 15% between 1882 and 1896.

Other marked decreases in the death-rate may be similarly noted. This work may be very directly traced to the close relationship between the Provincial and the 600 Local Boards of Health. Owing to the monthly return of deaths from contagious diseases by Secretaries of the Local Boards to the Provincial Board, the health status of the Province is accurately gauged, and prompt action in any local emergency becomes possible. The co-operative work is greatly aided by the Laboratory of the Provincial Board examining at all times samples of suspected water, diseased tissues, and so on, for the officers of the Local Boards, thereby enabling them to deal promptly with outbreaks whenever they have assured themselves of the character of the disease.

But, in addition to this daily watching of the pulse of the Province, the work which is telling more largely than any other, because it represents the general education of the people in systematic sanitary methods, is the establishment of systems of municipal water-works, sewerage, and town scavenging. Thus, while in 1882 there were only some ten municipalities in Ontario having public water-supplies, and fewer still with sewerage systems, the year 1896 sees 98 public water supplies and 47 systems of town sewerage more or less complete. The 50% decrease in the death-rate of typhoid is the delicate index of such permanent improvements. The closest relations with the neighboring Provinces and States are maintained, and the public health of the American Continent is becoming a matter of daily reference, as much as the weather conditions or the variations of the stock markets.

The extension of this work of sanitation into the less noticeable, but often more potent influences affecting the public health is seen in the statistical enquiries regarding the causes producing or retarding the spread of consumption, which plays a larger part in national economics than all the Immigration Agencies combined, as well as into the diseases affecting the food of the people, whether meat or milk. But a study of the reports of this department would carry the outlines of its work far beyond the limits of our space. And to think that this work of saving life, of elevating the standard of health and living of the people, is done at a cost to the Province of less than one-third of what the City Health Department of Toronto finds it necessary to spend in the interests of its citizens, cannot fail to commend itself to the people, who appreciate the high ideals which the Government of Ontario has set itself to reach. From the Public Accounts of 1884 it will be seen that the expenditure of the Provincial Board of Health for that year was \$8,333.00, while, owing perhaps to the reorganization by which the Provincial Board of Health's work and that of the Registrar-General were brought under one head, the estimate for the Provincial Board for the year 1897 was but \$7,950.

#### *Neglected and Dependent Children.*

One of the most satisfactory advances made in recent years by the Government was the establishment of the Children's Department under the Children's Protection Act of 1893. Previous to that time there were no adequate laws dealing with Neglected and Dependent Children, and the decision of the Ontario Govern-

ment to grant such a law was suggested by the unanimous report of the Commission on Prison Reform and endorsed by the philanthropic and benevolent organizations throughout the Province. Under this law some thirty Children's Aid Societies have been organized, and in addition to a very extensive benevolent work by which the prison and pauper population has undoubtedly been decreased, many orphan and deserted children have been provided with foster-homes, where they are growing up as members of the community, and without expense to the ratepayers. At the present time there are nearly 600 children who have been taken over by the societies and sent to family homes instead of to institutions, thereby effecting a saving of, at least, 30,000 or 40,000 dollars per year. In the various States across the border where this work has been taken up by the Government, large and expensive institutions have been established, the maintenance of which entails an expenditure of over \$40,000 per year, not to speak of the \$150,000 capital invested. In Ontario the same results have been accomplished without the necessity, so far, of any extensive institution of this kind. In fact, looking at it from any standpoint, the work is one of the most worthy as well as the most economical that is carried on at the present day. The direction of this Department was entrusted to Mr. J. J. Kelso, who was well-known in connection with philanthropic work for many years, and who has continued to enjoy the confidence of all who have the interests of these unfortunate children at heart.

#### *Immigration of English Children.*

For some years past there has been a great deal of controversy as to the wisdom or un-wisdom of encouraging the immigration of children from the Old Country to Canada. Many sweeping charges have been made against these children, but as this class of work has never been officially recognized by the Ontario Government there was no means of ascertaining the quality of the work done. In order to meet the situation the Ontario Government introduced a measure in March, 1897, requiring all juvenile immigration agencies to be under provincial supervision, and fixing a standard of health, etc., for such children. Mr. J. J. Kelso was appointed Inspector under this Act, and is engaged at present in studying the various features of the work with a view to preventing the importation of an unsuitable class of children. This measure is a most desirable one, and will in the future protect the interests of the Province, as well as afford fair recognition to those agencies that are doing their work in a careful and efficient manner.

**PROVINCIAL TREASURER'S DEPARTMENT.**

The relations of Ontario to the Dominion under the federal system requiring the keeping of extensive and complicated accounts, as well as the enlightened policy pursued under Liberal rule of distributing the surplus among the municipalities, render it necessary that the head of the Treasury Department should be a man of unquestioned integrity, proved financial ability and high administrative capacity. The Province has been remarkably fortunate in securing the services of successive treasurers in every way competent to occupy this responsible position, and no charge of corruption has ever been brought against this branch of the public service, either under the present Treasurer, Hon. Richard Harcourt, or his predecessors.

The financial policy of the Liberal Government has been characterized by the most careful economy in all Provincial expenditures which are under administrative control, and by a generous expenditure of surplus revenue for local services of various kinds, which, but for the assistance thus afforded, would have greatly increased the burden of municipal taxation. Only a small part of the provincial income is absorbed in meeting the absolutely necessary expense of carrying on the Government. The remainder is, instead of being hoarded up, returned to the people, except what is judiciously retained in the Treasury as a provision against emergencies.

*Railway Aid.*

In the session of 1871 an act was passed by the Sandfield-Macdonald Administration, setting apart \$1,500,000 as a fund for aiding railways on certain conditions. It was contended by the then Opposition that the grant to each railway should be submitted to the Legislature for its approval. The Government was defeated on this issue, and when the Liberals came into power in 1872, legislation requiring the sanction of the people's representatives to each appropriation was passed. In the same

year the Railway Fund was increased by Hon. Mr. Blake to \$1,900,000, and a Railway Subsidy Fund created by setting apart the sum of \$100,000 a year for twenty years.\* Special appropriations to particular roads were made in 1876, 1877, 1878 and 1881.

In 1889 an act was passed in accordance with which land in unsettled parts of the Province, through which it was proposed to construct colonization railways, could be set apart and sold for the purpose of forming a fund to recoup the Province for the money expended in aid of the construction of the lines, the land so set apart forming a tract of ten miles in width on each side of the railways so aided. The Province thus receives the full benefit of the increased value given to the land by the establishment of railway communication and the promotion of settlement. Under the provisions of this measure liberal subsidies have been granted to railways in the new districts, and in the eastern part of the Province hitherto inadequately provided with railway facilities. The total mileage of the railways so aided since 1892 up to 1897 was 445½ miles, the aggregate sum granted being \$1,180,750. These subsidies added to previous ones given to other lines bring the amount granted to railways out of the surplus revenues, and thus given back to the people, to a total of over nine million dollars. The following statement by the Provincial Auditor shows the amounts of Provincial aid given to railways up to December 31st, 1896 :

---

\* The Acts passed by the Sandfield Macdonald and Blake Governments providing for granting aid to Railways will be found at the end of this book.

Name of Railway.	Miles.	Cash Payments.	Certificates Paid.	Certificates Outstanding.	Total.
Belleville & North Hastings.	22.000	.....	111,351 24	2,835 16	114,206 40
Brantford, Norfolk & Pt. Burwell .....	33,270	.....	129,353 60	.....	129,353 60
Canada Central.....	47,560	125,957 15	.....	.....	125,957 15
Canada Southern.....	62,901	.....	244,559 20	.....	244,559 20
Cobourg, Peterboro' & Mar-mora .....	9,370	18,740 00	.....	.....	18,740 00
Credit Valley.....	153,061	18,702 00	746,692 59	33,704 31	799,098 90
Canada Atlantic.....	65,720	.....	357,729 09	97,158 51	454,887 60
Erie & Huron.....	40,556	1,634 47	88,595 29	33,608 11	123,834 87
G. T., Georgian Bay & Lake Erie.....	79,300	1,580 00	187,065 68	42,800 32	231,446 00
Grand Junction.....	65,860	40,000 00	216,415 18	21,652 42	278,067 60
Hamilton & North Western.....	143,516	.....	727,697 20	.....	727,697 20
Hamilton & Lake Erie.....	33,480	66,960 00	.....	.....	66,960 00
Irondale, Bancroft & Ottawa.....	35,000	.....	7,695 60	188,192 41	195,888 00
Kingston & Pembroke.....	88,740	213,522 50	295,745 75	97,677 45	606,915 70
Lake Simcoe Junction.....	26,500	53,000 00	.....	.....	53,000 00
London, Huron & Bruce.....	69,146	.....	268,839 60	.....	268,839 60
Midland.....	54,530	66,227 50	149,284 40	.....	215,311 90
North Simco.....	33,343	.....	140,635 56	3,606 04	143,211 60
Northern Extension.....	70,407	196,188 00	.....	.....	196,188 00
Ottawa, Arnprior & Parry Sound.....	136,100	.....	21,547 08	740,176 32	761,724 00
Ontario, Belmont & Northern R'y.....	9,570	.....	.....	35,725 60	35,725 60
Prince Arthur's Landing.....	5,995	.....	20,747 20	.....	20,747 20
Prince Edward County.....	32,000	.....	155,520 00	.....	155,520 00
Port Dover & Lake Huron.....	63,000	126,000 00	.....	.....	126,000 00
Port Arthur, Duluth & Western.....	85,540	15,571 51	59,466 00	388,278 00	463,315 54
Parry Sound Colonization.....	47,750	.....	18,731 79	248,515 41	267,247 20
Stratford & Lake Huron.....	27,500	55,000 00	.....	.....	55,000 00
Toronto, Grey & Bruce.....	151,141	285,182 00	176,182 40	.....	461,364 40
Toronto & Nipissing.....	46,217	105,212 00	.....	.....	105,212 00
Tilsonburg, Lake Erie & Pacific.....	15,816	.....	739 06	58,385 74	59,124 80
Victoria.....	55,752	33,442 00	499,614 96	4,260 24	537,317 20
Wellington, Grey & Bruce.....	120,638	241,276 00	.....	.....	241,276 00
Whitby, Pt. Perry & Lindsay.....	45,945	40,000 00	87,790 40	.....	129,790 40
	1,977,254	1,704,195 16	4,713,999 47	1,996,593 03	8,414,787 66

Many of the appropriations voted in aid of railway construction have not yet been earned, and so do not appear on this list.

By a series of enactments extending over many years, municipalities were authorized to vote money in aid of railways and advantage was extensively taken of the powers thus conferred. The example of the Administration stimulated the liberality and enterprise of the municipalities, which have granted by way of subsidies to railways \$10,818,642. Under the Municipal Loan Fund Scheme, the details of which will follow, the Pro-

vince has given to the municipalities nearly three-and-a-half millions of dollars, out of which the recipients have given assistance to railway building to the extent of nearly a million, which may legitimately be included in computing the aggregate advanced by the Government for this purpose, making the bulk sum about ten millions. This liberality has secured the building or projected construction of some 3,000 miles of railway, thus making Ontario, in the matter of railroad communication, one of the best-equipped countries in the world. The total Provincial and municipal aid thus granted exceeds twenty million dollars.

*Surplus Distribution and Municipal Loan Fund.*

The payments in aid of railways, liberal as they were, did not exhaust the accumulations of surplus revenue.

In the session of 1873 Attorney-General Mowat submitted a measure for the distribution of a portion of the surplus in connection with the settlement of the Municipal Loan Fund question. The total indebtedness to the fund amounted, in 1872, to twelve million dollars (\$12,000,000), and on this immense sum the Province at large had to pay interest.

The Municipal Loan Fund Act of 1873 authorized the appropriation of a certain sum out of the Provincial surplus to each municipality according to population. To a municipality not in debt to the Fund its share of the surplus distribution was to be paid in full. To one in debt to the Fund its share was to be set off against the debt, the balance, if there was one, being payable to the municipality. In cases where the amount of debt exceeded the amount of its share the municipality remained liable for the difference.

By the operation of this policy, inestimable benefits were conferred on the municipalities. Some were relieved from a crushing incubus of debt, and all were made participators in the general prosperity of the Province. The total amount distributed under this scheme was about \$3,447,525.

The following table shows to what purposes the greater part of this subsidy has been applied by municipalities :

In roads and bridges .....	\$1,181,682 06
In paying debts caused by granting aid to railways.....	987,889 18
In paying other debts incurred for permanent works not specified .....	28,579 56
In educational purposes, including school-houses built, school debts paid, and investments for school purposes .....	705,468 36

In building and improving town halls.....	\$ 147,346 40
(72 town halls have been built or paid for, and a large number of markets or lock-ups).	
In town and village improvements, by construction of water-works, making sidewalks, planting shade trees, and buying steam fire-engines.....	76,432 65
In making and improving harbours.....	43,749 46
In drainage .....	27,642 27
In paying share of cost of county buildings, and aiding in the erection of mills and manufactories.....	13,382 50
In buying and laying out public parks and agricultural society grounds.....	4,954 26
In the purchase and improvements of cemeteries .....	1,917 02
In aid given to unorganized districts, in making roads and bridges, and building schools .....	6,334 82
Total.....	\$3,225,378 54

#### *Drainage Investments.*

As far back as 1869 an Act was passed, authorizing the Government to advance money for the drainage of large areas, the works to be carried out under the Public Works Act of 1868, and the improved land to be used as security for the repayment of the advance by means of a rental charge.

This Statute was repealed by an Act passed in 1873. It made still more liberal arrangements for the construction of drainage works, which under it may be undertaken at the instance of the owners of the land, and without the intervention of any Municipal Council, the security and mode of collection remaining the same. It was also provided that the Government might advance money at the rate of five per cent. to municipalities for drainage purposes, leaving the work to be done by the local authorities. The method of investment under this system is the purchase of municipal debentures to the required amount, the municipality being responsible for the payment of the debentures, and being left to collect for itself the amounts charged against the lands benefited.

The maximum amount invested under either system cannot at any time exceed \$350,000, but the money, as it is repaid by one municipality, may be lent to another. In this way the total amount invested under both plans up to the end of 1897 was \$1,266,251.43. The area drained is made up of tracts scattered over the counties of Kent, Lambton, Middlesex, Elgin, Lanark, Lennox, Grey, Addington, Peterboro', Essex, Leeds, Welland, Huron, Bruce, Durham, Perth, Hastings, and Halton.

Another application of the same form of investment was made in 1878, by an Act authorizing the Government to advance money at five per cent., through the medium of municipal debentures, for tile-draining purposes. The total amount so invested must never exceed \$200,000, and the amount invested at the close of 1897 was \$197,900.00. In 1887 the Government reduced the rate of interest on all drainage loans to four per cent.

#### *Audit of Public Accounts.*

In the session of 1886 an Act was passed "to provide for the better auditing of the public accounts of the Province." It creates a Treasury Board of three members, who are Ministers of the Crown, and also creates the office of Provincial Auditor, the incumbent of which is removable from office only on address of the Legislative Assembly to the Lieutenant-Governor. The Provincial Auditor's duty is to "examine, check, and audit all accounts of receipts and expenditures of public moneys;" to "see that no check issues for the payment of any public money for which there is no direct legislative appropriation;" to present to the Legislative Assembly a statement of all expenditures made, on the order of the Treasury Board, without his sanction; and to prepare the Public Accounts for submission to the Legislature. The system of auditing the Public Accounts, already efficient, has been made by this Statute still more so, while the people of the Province have as satisfactory a check upon irregular expenditure of public funds as it is possible to devise.

#### *Financial Administration.*

The financial policy of the Mowat Government has been characterised by the most careful economy in all Provincial expenditures that are under administrative control, and by a liberal expenditure of surplus revenue for local services of various kinds, which, but for the relief thus afforded, would have greatly increased the burden of municipal taxation. The absolutely necessary expense of carrying on the Government of the Province absorbs a comparatively small part of the Provincial revenue. It has been the policy of the Mowat Government to return the rest of it annually to the people, instead of hoarding it up as an addition to the large surplus already in the Provincial Treasury. That this policy of surplus distribution had once the approval of Hon. Mr. Meredith, now Chief Justice Sir Wm. Meredith, is shown

by the following extract from one of the first speeches made by him after he assumed the leadership of the Opposition:

"One question upon which it was incumbent that they should submit a policy was that of the disposition of the large surplus which the honorable member for Elgin said was at the disposal of the Province. In not indicating their intentions with reference to the surplus of four and one-half millions which they claimed to have in hand, they were certainly untrue to their duty and unworthy of confidence."

### *A Policy of Relief.*

When the Liberal party came into office in 1871 there were two courses open to them in dealing with that portion of the annual revenue which is in excess of the sum absolutely required for the public service of the Province—that is to say, for Civil Government, Legislation, and Administration of Justice. They might have adopted a policy of hoarding up the annual surpluses and allowing them to accumulate in the Treasury, throwing upon the people the whole cost of education, of the local administration of justice, of the maintenance of convicts and lunatics, of the relief of the poor and the diseased, and of the construction and maintenance of colonization roads. Had they done this they might now have been able to show a total surplus of nearly sixty millions of dollars, for the accumulated sum would have been itself a source of steadily increasing revenue. They preferred to take the alternative course of relieving the burden of municipal taxation, by expending not merely the surplus revenue of each year as it accrued, but also a large part of the accumulated surplus with which they were called upon to deal when they took upon themselves the task of administering the affairs of the Province.

### *The Surplus.*

When the Liberal party came into office in 1871, they found in the Treasury an accumulated surplus of cash and trust funds, amounting to nearly seven millions of dollars (\$7,000,000), subject to certain reductions afterwards referred to.

By an Act passed the previous session, a million and a-half of dollars (\$1,500,000) had been appropriated in aid of railway construction. This sum was subsequently increased by several other Acts until it amounted to a total of \$8,500,000, by far the greater portion of which has already been expended.

In 1873 an Act was passed appropriating out of the accumulated surplus nearly three and a-half millions of dollars, to be

divided amongst the various municipalities, and used as a means of wiping out the indebtedness of some of them to the Municipal Loan Fund.

Each year a large and ever-increasing amount has been spent out of current revenue on services the cost of which would otherwise have greatly increased the burden of municipal taxation. Even these payments did not usually exhaust the annual revenue of the Province, and there has generally been a surplus to add to that already accumulated. Occasionally the expenditure under the Supply Bill has exceeded the revenue, making it necessary to draw to that extent on the surplus of previous years.

The following table gives the ordinary revenue and expenditure under the Supply Bill for the years 1873-97, inclusive, and shows the annual surpluses and deficits:—

	Revenue.	Expenditure.	Surplus.	Deficit.
1873.....	\$2,931,439	\$2,460,212	471,227	.....
1874.....	2,611,550	2,342,339	269,211	.....
1875.....	2,493,656	2,063,550	430,106	.....
1876.....	2,423,372	2,155,185	268,187	.....
1877.....	2,462,940	2,363,806	99,134	.....
1878.....	2,244,133	2,408,534	.....	\$164,401
1879.....	2,448,617	2,285,282	163,335	.....
1880.....	2,400,200	2,243,663	156,537	.....
1881.....	2,746,772	2,281,063	465,719	.....
1882.....	2,838,543	2,429,554	408,989	.....
1883.....	2,394,193	2,548,171	.....	153,978
1884.....	2,523,874	2,870,035	.....	346,161
1885.....	2,697,420	2,693,525	3,895	.....
1886.....	2,843,632	2,769,978	73,654	.....
1887.....	3,123,211	2,864,713	368,498	.....
1888.....	3,552,264	3,007,037	545,227	.....
1889.....	3,499,385	3,181,614	317,771	.....
1890.....	3,381,995	3,367,685	14,310	.....
1891.....	3,327,070	3,428,731	.....	101,661
1892.....	4,457,478	3,411,012	1,046,466	.....
1893.....	4,039,656	3,371,748	667,908	.....
1894.....	3,404,970	3,374,380	30,590	.....
1895.....	3,364,955	3,476,351	.....	111,396
1896.....	3,262,429	3,415,274	.....	152,845
1897.....	3,937,460	3,500,654	436,806	.....
Totals.....		\$6,227,570	\$1,030,442	

Net addition to the surplus from 1873 to 1897, out of revenue..... \$5,197,128.

#### Another Asset.

Owing to the recognition by the Dominion Government in 1884 of a debt of \$5,397,503, due from the Dominion to the late

Province of Canada, an addition was made in 1885 to the surplus of the Province, to the extent of \$2,848,289, which is Ontario's share of the above sum under Act 47, Vic., Cap 4.

The following is a statement of the Provincial assets, liabilities and surplus on 31st December, 1897:—

*Investments, Interest-bearing and Cash Assets of the Province.*

1.—**DIRECT INVESTMENTS:**

Drainage, debentures invested 31st December, 1897 .....	\$141,070 83
Tile, debentures invested 31st December, 1897 .....	125,860 31
Drainage Works—Municipal am'ts	85,509 41

\$352,440 55

2.—**CAPITAL HELD AND DEBTS DUE BY THE DOMINION TO ONTARIO, BEARING INTEREST:**

U.C. Grammar School Fund (2 Vic. cap. 10) .....	\$ 312,769 04
U.C. Building Fund (18 Sect., Act 1854) .....	1,472,391 41
Land Improvement Fund (see Award) .....	124,085 18
The Capital under Act 1884 (Award '93).....	\$2,848,289 52
Less estimated balance due Domini'n 2,000,000 00	<u>848,289 52</u>

\$2,758,135 15

COMMON SCHOOL FUND :

Collections by Dominion .....	\$1,520,950 24
Collections by Ontario, paid over to the Dominion in 1889 and 1890, after deducting Land Improvement Fund and 6 per cent. for collections .....	936,729 10
	<u>\$2,457,679 34</u>
Ontario's share according to population, 1891 .....	1,441,882 90
	<u>4,200,018 05</u>

3.—**BANK BALANCES:**

Current Accounts.....	\$ 95,849 54
Special Accounts.....	510,000 00
	<u>605,849 54</u>
	<u>\$5,158,308 14</u>

*Liabilities of the Province at Present Payable.*

1.—BALANCES DUE TO MUNICIPALITIES TO SURPLUS DISTRIBUTION...	\$1,291 30
2.—LAND IMPROVEMENT FUND :	
Balance Due to Municipalities under 45 Vic. cap. 3, and 49 Vic., cap. 6 .....	\$8,256 57
Balance Due to Municipalities under 54 Vic., cap. 9 .....	2,771 64
	—————
	6,028 21
	—————
	\$7,319 51
3.—QUEBEC'S SHARE OF COLLECTIONS BY ONTARIO ON ACCOUNT OF COMMON SCHOOL LANDS IN 1890-91-92-93-94-95-96 :	
Collections on lands sold between 11th June, 1853, and March 6th, 1861.....	\$63,968 83
Less 6 per cent. cost of management .....	3,838 13
	—————
	60,130 70
Less one-quarter for Land Improvement Fund .....	15,032 67
	—————
	\$45,098 03
Collections on lands sold since 6th March, 1861 .....	\$19,780 56
Less 6 per cent. cost of management .....	1,186 83
	—————
	18,593 73
	—————
Quebec's proportion according to population, 1891 .....	\$63,691 76
	—————
Total .....	26,324 77
Surplus of Assets after deducting Liabilities presently payable..	\$33,644 28
	—————
	\$5,124,663 86

*Surplus from 1873 to 1897.*

Owing to a variety of causes the surplus in the Treasury fluctuates from year to year, but a glance at the following table will show that there is no likelihood of its being speedily wiped out:

Year.	Surplus.	Year.	Surplus.
1873	\$4,332,294	1886	\$6,680,339
1874	5,766,352	1887	6,665,352
1875	5,046,376	1888	6,734,649
1876	4,873,203	1889	6,427,252
1877	4,752,798	1890	5,809,995
1878	4,430,993	1891	5,285,515
1879	4,306,027	1892	5,888,758
1880	4,220,088	1893	6,135,480
1881	4,508,591	1894	5,269,840
1882	4,826,586	1895	5,078,980
1883	4,384,241	1896	4,782,580
1884	6,859,666	1897	5,124,683
1885	6,766,000		

While the presence of this large surplus in the Treasury is no reason for reckless or useless expenditure, it is reason for not adopting the policy of increasing the burden of direct taxation by throwing on the municipalities the cost of any of the services of which the Province at present relieves them by means of grants for education, for administration of justice, for agricultural societies and mechanics' institutes, for the maintenance of convicts and lunatics, in aid of charitable institutions, etc., etc.

*The Annual Expenditure.*

The expenditure of the Province, under the Supply Bill, is incurred under the heads given in the subjoined table, which shows the total amounts spent on the various services in 1897 :

Civil Government	.....	\$250,945 32
Legislation	.....	159,392 21
Administration of Justice	.....	427,866 11
Education	.....	719,815 93
Public Institutions, Maintenance	.....	806,131 54
Immigration	.....	9,706 03
Agriculture	.....	186,064 56
Hospitals and Charities	.....	192,694 08
Repairs and Maintenance	.....	79,228 44
Public Buildings	.....	136,788 55
Public Works	.....	32,155 73
Colonization Roads	.....	93,379 10
Charges Crown Lands	.....	193,665 72
Refunds	.....	30,834 28
Statutes Consolidated	.....	27,886 62
Miscellaneous	.....	154,099 77
		<hr/>
Drainage Debentures	.....	\$3,500,653 99
" " (Title)	.....	6,872 94
Railway Aid Certificates	.....	6,900 00
Annuities	.....	159,548 77
		<hr/>
		\$3,767,875 70

*Increased Expenditure.*

It is made a charge against the Government that some of these items of expenditure are larger now than they were under the Sandfield Macdonald Government in 1871. Bearing in mind that "increased expenditure" in some cases means really "increased payments out of surplus revenue to keep down local taxation," it is instructive to compare certain items of expenditure in 1871 with the same items in 1897. In the following table the payments under the head of "Administration of Justice" include only the amounts handed over directly to County Treasurers, to pay part of the expenses of holding courts in the different localities; the payments under the heads of "Education," "Agriculture and Arts," and "Hospitals and Charities," are also direct grants:

Service.	1871	1897.	Increase.
Education.....	\$351,306	\$719,816	\$368,510
Agriculture and Arts.....	76,381	186,064	109,683
Hospitals and Charities.....	40,260	192,694	152,434
Public Asylums, etc.....	171,423	806,131	634,708
Administration of Justice.....	104,049	427,866	323,817
Colonization Roads.....	55,409	93,379	37,970
 Total.....	 \$798,828	 \$2,425,950	 \$1,627,122

*Money Returned to the People.*

The following table shows the total amount of the increased grants for the same services, as compared with what they would have been if no increase had taken place:

	1871.	Total for 26 years at the usual grants for rate of 1871.	Total of Act. 26 years.	Total increase in 26 years.
Education.....	\$351,06	\$9,133,956	\$14,835,186	\$5,701,230
Agriculture and Arts.....	76,278	1,983,228	3,471,715	1,488,487
Hospitals and Charities.....	40,260	1,046,760	2,768,998	1,722,238
Asylums, etc.....	171,423	4,456,998	15,430,076	10,973,078
Administration of Justice..	104,049	2,705,274	3,694,594	989,320
Colonization Roads.....	55,409	1,440,634	2,868,097	1,427,463
 Total.....	 \$798,725	 \$20,766,850	 \$43,068,666	 \$22,301,816

This Government has therefore returned to the people, for the various services mentioned, no less a sum of money than \$22,301,816 more than they would have done if they had continued the scale of distribution adopted by their predecessors.

By reference to the appended table of annual expenditures, it will be seen that the chief part of the increase in the expenditure is due to increased payments that are really part of a regular distribution of surplus revenue, and to the creation of new services which come under the same description. Amongst the latter may be specified the School of Practical Science, Inspection of Division Courts, the Agricultural College, the Central Prison, the Niagara Falls Police, Short-hand reporting in the Courts, Revision of Voters' Lists by County Judges, County Model Schools, the License Branch, the Mercer Reformatory, the Board of Health, the Bureau of Industries, Bureau of Mines, Inspection of Judicial Offices, Farmers' Institutes, and many others, all of which have been established since 1871. It is impossible to carry on these various services, to maintain new and enlarged lunatic asylums, and to provide for the administration of justice over the increasing area of the newly-settled districts, without greatly increasing the annual expenditure.

#### *The Proposed Reductions by the Opposition.*

The best evidence that the annual expenditure under the Liberal Administration is unimpeachable is the character of the proposals made by the Opposition from year to year, in the form of amendments to the Supply Bill. Taking the years 1883-1897, the proposed reductions were, year by year, as follows:

In 1884: To strike out the sum of \$2,750 appropriated to meet one-half of the cost of a dam on Burnt River.

In 1885: (1) To reduce the sum appropriated for sessional clerks by \$5,000; (2) to reduce the vote for immigration purposes by \$9,000; (3) to strike out the sum of \$10,000 appropriated to pay the cost of Mr. Caldwell in maintaining the public interests against Mr. McLaren in the Mississippi River, known as the Streams Bill case.

In 1886: To strike out the sum of \$1,400 appropriated to pay the costs of the Returning Officer in East Simcoe.

In 1887: (1) To strike out \$1,200 appropriation for Private Secretary of Lieut.-Governor; (2) and voted against the Immigration appropriation, \$16,900.

In 1888, 1889, 1890, 1891, no reduction was proposed by the Opposition.

In 1892 the only item objected to was the sum of \$350, being an addition to the salary of the Provincial License Inspector.

In 1893 \$42,275 in all was objected to. This was made up of the following items: \$2,400 for salary of an additional Inspector of Public Institutions; \$1,850 for salary of Director of Teachers' Institutes; \$2,000 for salaries of Teachers in Ontario School of Pedagogy; \$525 on account of Immigration Agency at Liverpool, England; \$500 for salary of an assistant in Department of Natural History at the Agricultural College; and \$35,000, the total sum voted for surveys of townships in new districts. Every dollar of the expenditure objected to was amply justified, and in the public interest.

In 1894, as a general election was impending, a larger number of items were objected to, amounting in all to \$107,696.50, made up as follows: \$1,750, salary of Provincial License Inspector; \$2,400, salary of third Inspector of Public Institutions; \$23,430, commutation allowance to Judges and Local Masters, as being excessive; \$6,807.50, for School of Pedagogy; \$2,000, salary of Clerk of Forestry; \$63,309, reduction in expenses of Crown Lands Department; \$6,000 for gratuities to Central Prison officials.

In 1895: To strike out (1) \$1,750 salary of Provincial License Inspector; (2) \$800 salary of Police Magistrate of Haliburton; (3) \$7,000 for School of Pedagogy; (4) \$2,000 for Feed and Fodder at Toronto Lunatic Asylum; (5) \$2,000 for Forestry department. In all \$13,550.

In 1896: To strike out (1) \$2,400 salary of third Inspector of Public Institutions; (2) \$3,000 for Feed and Fodder at London Lunatic Asylum; (3) \$2,050 for Sergeant Guard, Carpenter, and Gardener at Central Prison; (4) \$1,000 for Entomological Society; (5) \$2 250 for Farm Stock, Fruit Trees, Tiles, and Farm Implements at Brockville Asylum. Total \$10,700.

In 1897: To strike out (1) \$2,400 salary of third Inspector of Public Institutions; (2) \$5,000 part of the salary of Departmental Examiners in the Education Department; \$1,850 for Director of Teachers' Institutes; \$1,750 Registrar of Education Department; (2) \$5,300 salary of Principal and Vice-Principal Ontario Normal College; (4) \$4,725 for Immigration Agencies in Europe; (5) \$2,000 for the farm department at the Agricultural College; (6) \$1,400 for the Poultry Association. Total \$24,425. (The Patrons also moved to strike out \$800 salary of Private Secretary Government House, \$1,500 for sundries at Government House, and the whole appropriation for the support of Government House.)

The following table thus shows the amount granted for the

public service each year under the Supply Bill, and also the amount by which the Opposition asked to have it reduced:

	Amount of Supply.	Amount objected to.
1884.....	\$2,891,552	\$ 2,750
1885.....	2,937,882	24,900
1886.....	3,136,651	1,400
1887.....	3,165,771	15,100
1888.....	3,105,804	nothing
1889.....	3,440,040	"
1890.....	3,625,293	"
1891.....	3,622,427	"
1892.....	3,599,907	350
1893.....	3,571,789	42,275
1894.....	3,534,121	107,696 50
1895.....	3,499,013	13,550
1896.....	3,558,861	10,700
1897.....	3,628,372	24,425
	<hr/> \$47,417,483	<hr/> \$243,146 50

In other words, out of a total proposed appropriation in fourteen years of \$47,417,483 the Opposition objected to only \$243,146.50, equal to about half a cent on the dollar.

#### *Comparisons with Quebec and the Dominion.*

The following table shows the rate at which the cost of civil government and legislation increased in Ontario, Quebec and the Dominion, respectively, from 1873 to 1897, inclusive:

Civil Government.	1873.	1897.	Increase.	Percentage.
Ontario.....	\$175,914	\$250,945	\$ 75,031	42
Quebec.....	135,106	277,248	142,142	105
Dominion.....	750,874	1,418,846	667,972	88
Legislation.				
Ontario.....	119,650	159,392	39,742	33
Quebec.....	163,569	288,623	125,054	76
Dominion.....	529,343	1,134,773	605,430	114

The following comparison of certain items of annual expenditure in Ontario with the same items in Quebec, in 1897, is very instructive. The first table includes the sums spent in carrying on the public service of the Province; and in these it will be seen the expenditure of Quebec is higher than that of Ontario, though the population is less. The second table includes appropriations that are intended to lessen the burden of local taxation, and in these Ontario is the more liberal:

Table I.

Service.	Quebec.	Ontario.	Excess in Quebec.
Civil Government.....	\$277,248	\$250,945	\$ 26,303
Legislation.....	288,623	159,392	129,231
Administration of Justice.....	567,628	427,866	139,762

Table II.

	Quebec.	Ontario.	Excess in Ontario
Prisons and Asylums.....	\$314,441	\$806,131	\$491,690
Education.....	394,260	719,816	325,556

*Further Proof of Economy.*

To make still clearer, if possible, the economy with which the finances of Ontario have been managed, look at the estimates of Ontario, Quebec, and the Dominion in the years 1873 and 1897 respectively:

	1873.	1897.	Increase.	Percentage.
Ontario.....	\$ 2,944,061	\$ 3,628,872	\$ 684,811	23
Quebec. ....	1,709,281	*5,531,840	3,822,559	223
Dominion ....	19,274,648	44,831,027	25,556,379	132

\* 1896-7.

During 1897 Ontario realized the sum of \$247,435.15 as interest on her investments, while her less fortunate sister the Province of Quebec, paid in interest and charges on her public debt no less a sum than \$1,550,874.

Lastly, Quebec started with a clean sheet in 1867, and she has since piled up a gross debt of \$38,349,380, against which she has a sinking fund and other assets amounting to \$14,146,726, leaving the net funded debt \$24,202,654, to which must be added a sum of \$1,357,213 due on temporary loans,

Ontario, liberal as her expenditures have been, out of surplus revenues has accumulated in the same period of time a surplus of \$5,124,663, a difference of over THIRTY MILLIONS OF DOLLARS.

*Some Facts About the Surplus.*

John Sandfield Macdonald left a cash surplus of, say \$3,810,964 (\$3,637,979 in investments and \$172,985 in cash).

Before leaving office, by Act of Parliament, he had set apart \$1,500,000 of this sum for Railways.

In the early days of the Province, when the Provincial book-keeping was as yet incomplete, and had not been reduced to a

system, certain charges, for example, those in part connected with the Administration of Justice, which Ontario should have paid, were in fact paid by the Dominion Government, and in after years charged up to us here. These payments by the Dominion for Ontario, and which John Sandfield Macdonald did not pay, but which his successors paid, amounted to \$691,131.

Then, again, John Sandfield Macdonald collected from sales of Common School lands nearly half a million, of which sum \$197,000 belonged to the Province of Quebec. He did not pay it to Quebec, but his successors did in actual cash.

Once more John Sandfield Macdonald bought from the Dominion Government the Rockwood Asylum, Kingston, the price fixed being \$96,500. He did not pay for it. His successors did.

We must, therefore, add these sums, viz.: \$1,500,000

691,131

197,000

96,500

In all, \$2,484,631

and deducting them from the cash surplus of \$3,810,964, above referred to, we have \$1,326,333.

It is, therefore, incontrovertibly the fact that deducting from John Sandfield Macdonald's cash surplus the moneys which he himself pledged and set apart for specific purposes, we have left only \$1,326,333.

This last sum, therefore, viz.: \$1,326,333, and not the \$4,000,-000 of which our opponents speak, is the real amount of the available cash surplus left by John Sandfield Macdonald.

#### *Inspection of Division Courts.*

The complaints of suitors about irregularities in the management of Division Court business by clerks and bailiffs led to the appointment, in 1872, of an Inspector, whose duty it is to see that the tariff of costs is properly observed, that all moneys collected are handed over to the proper parties, that executions are promptly enforced, that complaints are promptly investigated, and that the whole machinery of the courts is kept in as efficient a condition as possible, in the interests of suitors. Between amendments in the Division Court Law, and improvements in the management of Division Court business, matters have been put in a much more satisfactory condition, especially as clerks and bailiffs are now directly responsible to the Provincial Government, which

is in turn responsible to the public for the manner in which these officers discharge their duties. The annual reports of the Inspector of Division Courts show that many abuses of long standing have, during the past twenty-four years, been removed, and that the irregularities are not only less in number, but more trivial in character than formerly. The following statistics, from the annual report for 1896, give some idea of the immense amount of business done in these courts, and of their growing importance:

Number of Divisions.....	320
Suits entered (exclusive of transcripts of judgments and judgment summonses).....	52,204
Amount of claims entered.....	\$2,048,884.65
Amount of suitors' money paid into Court.....	\$582,029.90
Amount paid out.....	\$579,811.77
Fees payable to the Province.....	\$6,204.75

## DEPARTMENT OF PUBLIC WORKS.

This department for the past twenty-five years has been under the management of the late Hon. Arch. McKellar, the late Hon. C. F. Fraser, and the Hon. Wm. Harty, and has been uniformly conducted with efficiency and economy. The latter is evidenced by the fact that the number of officers comprising its staff in the year 1871, when the Liberals came into power, had continued the same, year by year, up to and including the year 1894. (Vide Returns to the Legislature, 16th February, 1894). In the former year only eight public institutions were in operation, and eleven separate buildings and works had been constructed; while at the close of 1896 there were twenty-two such institutions in operation, beside some thirty-five other buildings; or, in 1871 eleven separate buildings and works had been completed, and in 1896 the number had increased to upwards of five hundred; and no increase in the number of the officers of the staff had been made, except that of a junior clerk and shorthand writer in 1895; although the work in the department had, in these years, admittedly been trebled from what it was in 1871 or 1873.

*New Parliament Buildings.*

By '43 Vict. Cap. 2, as amended by 56 Vict. Cap. 7, a total sum of \$1,265,000 was appropriated for the construction and equipment of new Parliament buildings; and by the same Statute certain Provincial lands in the western portion of the city of Toronto were set apart for sale or lease, the proceeds of which were to form a fund to recoup to the Province the cost of the buildings to be erected.

The total of the contracts as executed was \$1,245,910. The entire cost of the work done under these contracts was \$1,256,985, or eleven thousand and seventy-five dollars in excess of the signed contract prices. The additional \$11,075 was mostly for work contemplated as necessary to the construction of the buildings, but which could not be expressed in the specifications; the total amount of contractors' extras proper being less than \$1,200 under the seventeen contracts, while no extras whatever were incurred under any of the contracts for furnishing and equipment.

The first contract for construction of the buildings was executed on the 7th of October, 1886, and the first session of the Legislature held therein met on the 4th of April, 1893.

The Hon. the Commissioner's Annual Report for 1893, Accountant's Statement No. 1, gives cost of construction..	\$1,267,290.47
To this add the price of brick supplied by the Central Prison.	32,726.70
Subsequently paid to Architect on acct. of commission.....	454.00
 Total.....	 \$1,300,471.17
Balance still due Architect, in full of settlement on construction account.....	1,046.00
 Total cost of construction.....	 \$1,301,577.17

On the City of Toronto new Municipal Buildings there had been paid, on the 30th of November, 1896, the sum of \$1,563.-433.25, with an estimated cost to complete them, not including cost of site, telephones, tower-clock and furnishings, of a further sum of \$237,451.25; altogether \$1,800,884.50; or a cost of about half a million dollars more than for the Province buildings.

The electors of the Province will not fail to notice the greater energy shown and economy displayed by the Department in carrying on its works.

The following table gives the amount spent between 1867 and 1896 on the buildings and works erected and constructed at the expense of the Province, under the control of this Department, viz.:

**PUBLIC BUILDINGS AND WORKS (Capital Account). 1867-1896.**

*Public Buildings.*

NAME OF WORKS.	TOTAL.
Government House.....	\$183,860 86
Old Parliament and Departmental Buildings..	85,285 98
New Parliament and Departmental Buildings— Construction Account—(including \$32,-726.70 for brick supplied from Central Prison and chargeable to Construction Account).....	1,300,471 17
New Parliament and Departmental Buildings— Equipment, grounds, roads, pavements, etc.	213,837 94
Asylum for Insane, Toronto.....	352,965 69
"    "    Mimico.....	575,905 57
"    "    Brockville.....	435,124 50
"    "    London.....	886,898 57
"    "    Hamilton.....	855,896 80
"    "    Kingston and branch.....	440,622 23
"    "    Idiots, Orillia.....	504,718 02
Institution for Deaf and Dumb, Belleville....	308,838 77
"    "    Blind, Brantford.....	264,738 66
Reformatory for Boys, Penetanguishene.....	175,295 80
"    "    Females, Toronto.....	214,783 73

Central Prison, Toronto.....	\$848,918 47
School of Practical Science, Toronto (old and new buildings).....	278,217 79
Osgoode Hall, Toronto.....	141,073 63
Agricultural Hall, Toronto.....	324 00
Education Department and Normal and Model Schools, Toronto .....	162,165 43
Normal and Model Schools, Ottawa.....	213,664 61
Agricultural College, Guelph.....	465,229 77
Dairy School, Strathroy .....	13,792 26
" Kingston.....	4,817 17
School of Mining, Kingston.....	4,070 00
Pioneer Dairy Farm, Algoma.....	5,178 43
Government Farm, Mimico.....	51,646 34
Brock's Monument, Queenston Heights.....	4,605 31
Niagara River Fence .....	8,025 43
Algoma District—Lock-up, Gaols, Court Rooms, Registry Offices, etc., etc....	47,004 64
Muskoka District—	23,004 46
Thunder Bay District—	do. 49,675 35
Parry Sound District—	do. 27,095 78
Nipissing District—	do. 50,640 22
Rainy River District—	do. 32,081 83
Haliburton, County of—Registry Office, etc.,	
Minden .....	5,918 42
Total, Public Buildings.....	\$9,236,393 63

*Public Works, etc.*

Locks, Dams, Bridges, Slides, Dredging and Improvements to Lakes and Rivers, etc...	\$877,815 97
Repairs and alterations, etc., to Locks, Dams, Slides, Bridges, etc.....	123,053 59
Roads, drains, surveys, etc.....	139,406 13
Total, Public Works.....	\$940,275 69
Grand Total (exclusive of Municipal Drainage works carried out under the direct supervision of this Department, amounting to \$329,980.93).....	\$10,176,669 32

Between 1867 and 1871 the amount spent for these services was, \$1,213,773.19, leaving as the expenditure on works and buildings during the Liberal Administration, to the end of 1896, the total sum of \$8,962,295.73.

In addition to preparing plans for and the construction of new works and buildings, the Department has to inspect and certify the proper construction of all new Railways in the Province, under the provisions of the General Railway Act; and under

public buildings the Department has the care of repairs and maintenance of Government House, the new and old Parliament and Departmental Buildings, Osgoode Hall, Toronto and Ottawa Educational Buildings and Normal and Model Schools; the School of Practical Science; the Central Prison, the Andrew Mercer Reformatory; the Asylum buildings for the Insane at Toronto, Mimico, Hamilton, London, Kingston, Brockville, and the Asylum for Idiots at Orillia; the Institution for the Blind at Brantford; for the Deaf and Dumb at Belleville; the Provincial Reformatory at Penetanguishene; the Agricultural College at Guelph; Dairy Schools at Kingston and at Strathroy; School of Mines, Kingston; Dairy Farm Algoma; Brock's Monument; Niagara River Bank Fence; and in Muskoka District—Registry Office and Lock-up at Bracebridge; Lock-up and Court-room at Huntsville, and Lock-up and Court-room at Baysville. In Algoma District—Court-house, Gaol and Registry Office, etc., at Sault Ste. Marie; and Lock-ups at Gore Bay, Little Current, Manitowaning, Killarney, Bruce Mines, Thessalon, Webbwood, and Massie. In Thunder Bay District—Registry Office and Lock-up and Court-house and Gaol at Port Arthur; Lock-ups at Fort William and at Silver Islet. In Parry Sound District—Registry Office, Lock-up, etc., at Parry Sound; Lock-up and Court-room at Burk's Falls, and Lock-ups at Magnetawan, French River, Duncurch and Emsdale. In Nipissing District—Court-room and Registry Office at North Bay, and Lock-ups at Mattawa, Sudbury and Sturgeon Falls. In Rainy River District—Lock-up, Court-room, Gaoler's Residence, and Registry Office at Rat Portage. In County of Haliburton—Registry Office, Minden. At Rondeau and Algonquin Parks—Superintendent's and Caretaker's Residences and Depots; and under Public Works, the Department has under its superintendence Locks and Dams and Swing and Fixed Bridges at Port Carling, Young's Point, Balsam and Cameron and Mary's and Fairy Lakes, and at Magnetawan, in all six Locks, four fixed bridges, ten swing bridges, forty-seven dams with timber slides, piers, booms, etc., to be continuously inspected and maintained in good working repair. In addition a large number of rocky and shallow channels of Navigable Lakes and Rivers have been blasted and dredged, and many rivers and creeks have had obstructions removed, their channels straightened and dredged out, to un-water farming lands subject to floods through shallows and obstructions to the outflow of the waters.

Many other works for the improvement of inland navigation,

and for the moving of timber down the waterways of the Province, have been carried out; and assistance in several cases has been given in new localities for the building of piers and bridges, and in the drainage of swamp and other low lands.

Thus, by improving the channels of inland navigable waters, building Reserve Dams and other improvements for the promotion of the Timber and Lumber interests, providing for the care and treatment of the imbecile and other unfortunates in Public Institutions, and by many other important works, is evidenced the desire to minister to the needs and the welfare generally of the people of this Province.

---